Eastern Illinois University

The Keep

Eastern Education Journal

Administration & Publications

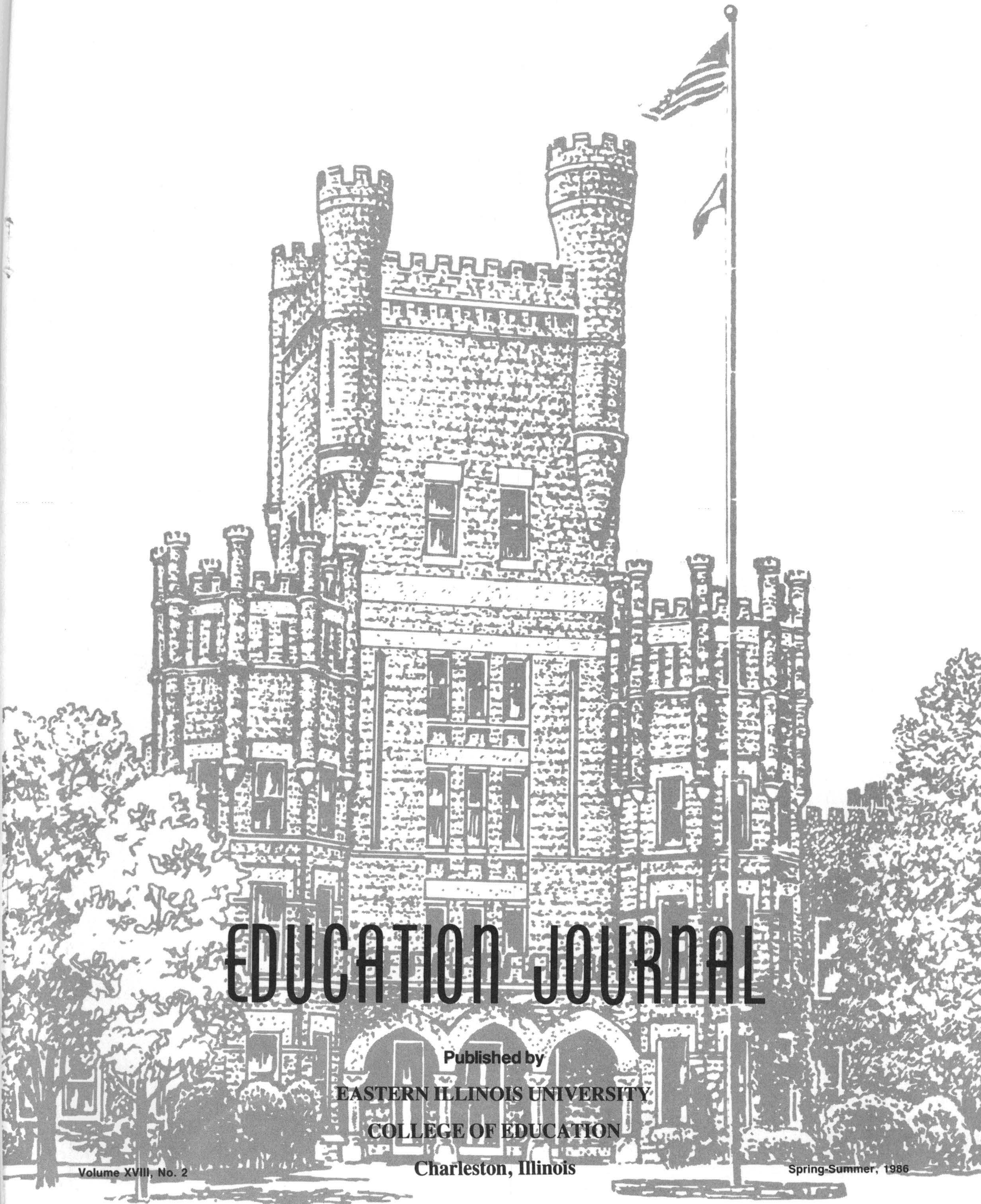
Spring 1986

Volume 18 Number 2

EIU College of Education

Follow this and additional works at: https://thekeep.eiu.edu/eej

Part of the Education Commons



EDUCATION JOURNAL

Published by

EASTERN ILLINOIS UNIVERSITY

COLLEGE OF EDUCATION

Charleston, Illinois

Volume XVIII, No. 2

Spring-Summer, 1986

EASTERN EDUCATION JOURNAL

PUBLISHED BY
THE COLLEGE OF EDUCATION
EASTERN ILLINOIS UNIVERSITY
CHARLESTON, ILLINOIS

Stan Rives, President

Edgar Schick, Provost and Vice President
for Academic Affairs

Ronald Leathers, Editor

Editorial Board

Charles Joley, Dean
College of Education

Robert Barger, Professor
Secondary Education
and Foundations

Kathlene Shank, Professor
Special Education

The Eastern Education Journal seeks to present competent discussions of contemporary issues in education and toward this end generally publishes articles written by persons active in the profession of education who have developed degrees of expertise through preparation and experience in the field.

We are currently soliciting articles. A variety of manuscripts will be accepted. Research summaries, program descriptions, and book reviews are considered worthy; the Editorial Board, however, will give priority to original points of view and strong personal position papers. Controversy is welcome, and the editors hope to present a balance of pro and con articles on current issues in education. Manuscripts must be submitted to the Editor, Ronald Leathers, College of Education, Eastern Illinois University.

1. Manuscript should be limited to 3000 words or less. It should be typed, double spaced, on 8½ by 11 paper. Footnotes should be kept to a minimum, and all references must appear at the end of the article in format according to the APA publication manual.

2. The original and three legible copies are required; articles accepted for publication are read and approved by a minimum of three members of the Editorial Board.

3. Each manuscript submitted should be accompanied by an identification cover sheet containing the following current information about each author:

a. Name and official title

b. Institutional affiliation

c. Address, including zip code

d. A statement whether or not the article has been previously published or is under consideration by another publication.

Table of Contents

From the Editor's Desk 2

Editorial Comment: Basic Issues in Adult Education 3

Developing a National Perspective for Adult Education 4
Sharan B. Merriam

Who Should Finance Adult Education? 8
Alan B. Knox

Adult Education Should Be the Exclusive Domain of Colleges of Education 13
Michael W. Galbraith,
Peter J. Murk

Adult Education: The Role of the Public School Districts 18
Theodore J. Kowalski

The Future of Higher Education in Relation to Adult Learners 20
John A. Fallon, James K. Danglade

Springfield Adult Program Nationally Recognized: Blueprint for Adult Education Success 24
Jack Pfeiffer, Marilyn A. Kushak

Book Review —
Worlds Apart: Segregated Schools in Northern Ireland,
by Dominic Murray. Salem, New Hampshire: Salem House, 1985 27
Reviewer: Robert N. Barger

VOLUME 18 **NUMBER 2**

From the Editor's Desk . . .

It would be a backward and irresponsible institution, in our opinion, who fails to recognize the importance of adult education in the current educational system of the United States, for even the most general review of the literature clearly indicates the tremendous potential for individual growth and development that the "field" provides.

Most adults learn things everyday; they gain new information and they alter their behaviors. The problem with this kind of learning, however, is that adults, acting independently in the mainstream, do not know how to internalize and formalize the learning process; they tend to be unaware of their learning capabilities and this often produces obstacles that prevent accomplishment of their personal goals.

Universities have tended to complicate the problems for adult learners by institutionalizing adult education before the needs of the learner are properly identified. Because of their own systematic constraints, universities interpret their missions in terms of programs, credits, and degrees. This confronts adult learners with an apparent expectation and inflexibility beyond the scope of their personal goals. "Educating adults" and "adult education" are not necessarily the same thing, and educational institutions must broaden and solidify their philosophical base in this regard in order to fulfill their role in lifelong learning, educating the adult, and meeting the needs of that special segment of the population.

We believe adult and continuing education will be increasingly important to Eastern Illinois University. Demographic data clearly indicate a decline in traditional-age college students in Illinois and in the midwest for several years in the future. This will make it possible for the institution to better meet the continuing education needs of adults.

Institutionally, Eastern offers several solid programs and degrees which provide the flexibility and freedom in programming that are necessary for the adult learner — an adult education minor for those students who wish to broaden their competencies and begin specializing in the field; a field-based bachelor's degree with an occupational education major in career occupations; the BOG-BA degree, a system-wide program which emphasizes academic integrity coupled with the necessary individualization to offer viable alternatives to degree completion for the working adult learner; an extensive Continuing Education program which develops and coordinates the offering of programs and courses for specialized groups, adult learners, and the community at large.

Early in 1985, a decision was made to involve the Colleges of Eastern Illinois University in a project designed by the Commission on Higher Education and the Adult Learner. In keeping with the University's renewed commitment to adult and continuing education, the availability of the Commission's newly developed self-study instrument was opportune. The *Postsecondary Education Institutions and the Adult Learner: A Self-Study Assessment and Planning Guide* was offered to the University.

In the late Spring and early Summer, six College committees and two additional campus committees were given copies of the assessment instrument.

The *Self-Study Assessment and Planning Guide* was produced by the Commission on Higher Education and the Adult Learner under the joint sponsorship of the American Council on Education, Council for the Advancement of Experiential Learning, the National University Continuing Education Association, and the University of Maryland University College as a means of assessing the current status of adult learners at colleges and universities that are interested in planning for a future that increases the importance of adult learners in overall University considerations. The self-study instrument elicits campus perceptions of the adult learner, perceptions that vary widely and that on some topics would be contradicted or disproved by a more intensive examination of actual policy and practice or lack therof. What the self-study assessment does provide is a sense of where the Colleges and two special groups of persons with relevant work responsibilities believe that Eastern is now placed in relation to the adult learner.

The final report which presents the results of the survey and a companion "Plan of Action for the Adult Learner" which was stimulated by the study emphasize definitions and demographics of the "adult learner" in addition to recommendations regarding admission, advisement, curriculum, and staff development with regard to policy and practice in adult education. This product, the final report, is an excellent blueprint for the future of adult education on Eastern's campus.

An excellent example of a coordinated program which offers flexibility, variety, individuality, and alternatives that are both desirable and necessary to the adult learner is Eastern's Summer School.

Many special summer programs — such as the Distinguished Visiting Faculty workshops and public lectures, special theme workshops, and special courses and workshops in general — are designed to meet specific needs for teachers, professionals, and nontraditional students in the community. Not only have a number of workshops provided opportunities for public school and community teachers to update knowledge and skills, but many courses and workshops have provided educational opportunities for the business community. In particular, in recent years, a number of workshops have been provided in beginning, intermediate, and advanced micro-computing. Eastern's evening college with both graduate and undergraduate offerings is designed in part to meet the needs of adults

in business and industry in the region.

Each summer Eastern also offers a number of non-credit programs for special groups of students. These programs include the ELDERHOSTEL program for older adults. ELDERHOSTEL, the national program designed to bring older adults to campus for residential, educational experiences, has been held on Eastern's campus for the past five summers and has brought to the campus older adults from virtually every state in the union.

This summer, as in past summers, public lectures/performances by the Distinguished Visiting Professors have been presented. Dr. Dominic Murray, the Irish professor whose book on segregated schools in Ireland is reviewed elsewhere in this issue, was one of these 1986 distinguished lecturers. The eighth summer lecture program provides students, faculty, and members of the community with opportunities for cultural enrichment.

Fifteen one-semester-hour/one-week or weekend workshops are offered dealing with various perspectives on the summer theme of global interdependence — global dimensions of resources, climate and the economy; global interdependence: communication and education; international business issues: competition and interdependence; and global perspectives on tradition and social, cultural change. In addition several special courses and many workshops offer continuing students, adult learners, professionals, and teachers many opportunities to update their knowledge and skills. Many of these courses and workshops as well as regular Summer School offerings address other aspects of the summer theme.

Summer 1986 continues an evening college with seventeen offerings, graduate and undergraduate, designed to meet the needs of various groups (adults in business and industry from the community, Civil Service workers and other employees on campus, non-Eastern students in the area) who work during the day.

Eastern continues the Guest Student policy in the summer. The policy allows non-degree students who wish to enroll in Summer School to do so without submitting official transcripts for admission. The policy is designed for undergraduate and graduate students who have not previously attended Eastern and do not intend to pursue a degree at Eastern.

Once again in Summer 1986 mail-in registration for workshops only was available. The program enabled students, upon admission or readmission to the university, to request registration materials so that they could register for workshops by mail.

In keeping with the spirit of continuing, vital interest in adult education, we are pleased to present this "special topics" issue on the subject, guest edited in excellent fashion by Dr. Theodore Kowalski, Dean of the Teachers College at Ball State University. Dr. Kowalski has assembled a very good team of scholar-educators with expertise in the policy and practice of adult education. They review many pertinent facts, raise some interesting questions, and make recommendations regarding the current well-being and future development of education for the adult learner.

As a capstone to the articles assembled by the guest editor, we have included a description of an award winning adult education program headed by Dr. Jack Pfeiffer in Springfield, Illinois. It is interesting to note how the characteristics of the Lawrence Adult Education Center seem to be a compilation of the issues discussed, and recommendations made, by the other authors, creating a neat illustration of the theory into practice concept.

Our thanks to all the contributors, and particularly, to Guest Editor Ted Kowalski.

RML

Editorial Comment:

Basic Issues in Adult Education

This theme issue focuses on one of the fastest growing human services in the United States. Adult education is experiencing rapid expansion in a variety of environmental and organizational settings. Because it is so diverse in mission, structure, and methodology, adult education remains a relatively unascertained segment of professional education.

Five articles focusing upon cogent issues in adult education are presented in relation to the theme. The first addresses the basic question of developing a national perspective for serving adults. In this article, Professor Sharan Merriam of the University of Georgia proposes a multilevel response to erect a unified, coherent sense of purpose for adult education in America. She argues that forceful statements are needed at the local, state, and federal levels to establish adult education as the liberator that it truly is.

The most obvious issue facing the present and future of adult education in this country is adequate financing. This concern has been illuminated as human services continue to expand within an economic setting in which the public exhibits reluctance to increase funding to public institutions. Professor Alan Knox of the University of Wisconsin, who currently is President of the American Association for Adult and Continuing Education, addresses this topic in the second article. Professor Knox offers alternatives and strategies for the practitioner to build adequate funding sources.

Who should prepare adult educators? This question is the focus of the third article, written by Professor Michael Galbraith of the University of Missouri and Professor Peter Murk of Ball State University. These authors contend that the preparation of adult educators ought to be the exclusive domain of colleges and schools of education. This topic has generated controversy on campuses as other academic units such as business, communication, and psychology attempt to prepare students to be practitioners of adult education.

The final two articles project the future of adult education with respect to formal educational institutions in our society. In the first of these, entitled "Adult Education: The Role of Public School Districts," I discuss the role of pre-collegiate public schools in adult education markets. Local school districts reject offering extensive educational opportunities for adults without considering the potential benefits and pitfalls of venturing into such programs. The other article pertaining to educational institutions concentrates on higher education. Authored by Professors John Fallon and James Danglade of Ball State University, it looks at the potential for expanded adult enrollments in higher education and the modifications necessary to allow this expansion to occur.

In large measure, American society is abandoning the notion that education is solely a preadult requisite. Additionally, alterations are constantly occurring in lifespan, recreational time, work requirements, and the application of science to our everyday life. These elements collectively are largely responsible for adult education assuming greater prominence. Our ability as educational theorists and practitioners to cope with the expansive nature of adult education is substantially dependent upon the issues examined in this publication.

Recently, I published an article in the *Journal of Teacher Education* investigating the differences with regard to preparing teachers for adults and preadults. This investigation reflects the attention now being granted by colleges and schools of education relative to preparing teachers and administrators for adult education. It is important that educators in other settings, particularly in the public school systems of this nation, adjoin their colleagues in higher education to clarify the problems and opportunities presented by the prolificacy of continuing education.

My thanks to the distinguished contributing authors and to the *Eastern Education Journal* for making this issue possible.

Theodore J. Kowalski

Developing a National Perspective for Adult Education

Sharan B. Merriam

Sharan B. Merriam is Professor of Adult Continuing Education at The University of Georgia, Athens, Georgia. She has authored several books including Philosophical Foundations of Adult Education *with John Elias,* Adult Education: Foundations of Practice *with Gordon Darkenwald, and* Themes of Adulthood Through Literature. *Her research interests are in adult learning and development, educational gerontology, and foundations of adult education.*

One of adult education's distinguishing characteristics is its lack of unified, coherent sense of purpose. Some feel the field suffers without a common vision because consequently there is no national policy to guide practice. Others find that by being decentralized and diversified, adult education is more responsive to its clientele than any other level of education. The situation need not be a case of either-or, however. A national perspective for adult education can be developed that preserves the spontaneity and entrepreneurial nature of the field. Indeed, if adult education is to achieve its full potential, some sort of shared sense of what we are about needs to be better articulated and implemented.

Do We Have a National Perspective?

The answer to this question is both yes and no. There is no national policy, coordination, or direction for the education of all adults in the United States. Adult education can in fact be defined by its diversity and diffuseness in terms of its clientele, its goals, its programs, and its delivery systems. By law, responsibility for education is left to the 50 states. Federal response has been limited to special populations or special needs and funding for the education of adults is more often than not within a non-educational budget. A list of all federally supported programs compiled in the late 1970's found, for example, that approximately 360 activities were authorized through 70 different Congressional committees and that 3 out of 4 of those activities fell outside of educational agencies (Loring, 1978, p. 25).

If, on the other hand, one looks at funding patterns, federal legislation, and programmatic thrusts, a national perspective of sorts can be discerned. This national perspective has changed along with the changes in our nation's social, cultural, and economic structure. In Colonial times adult education had a primarily religious

orientation. Literacy was needed to read the Bible. The mid-eighteenth century witnessed a shift in perspective from religion to politics wherein the development of an informed citizenry was deemed crucial to the success of a new democracy. Between the Civil War and World War I adult education became a vehicle for adjusting to industrialization and aculturating immigrants to American ideals.

The so-called modern era of adult education dates from the close of World War I to the present. Schroeder (1979) has delineated four periods of perspectives characteristic of the modern era. From 1919-1929 was a time of idealism and optimism during which adult education was seen as the way to a good life, as the instrument of social reform and progress. The Great Depression of '29 brought in a period of disillusionment and realism as adult educators called "for an educational rather than social reform rationale for the field" (p. 4). During the period of institutionalization, 1947-1964, there were numerous efforts to conceptualize and define the field accompanied by a growing number of professional institutions and agencies. It was in this period that the Federal Government and private foundations passed legislation and invested large sums of money for programs and research in adult education. From 1964, the year in which the Federal Government launched its War on Poverty with the Economic Opportunity Act, to the present, adult education's "national perspective" has been one of social relevance and outreach.

This social relevance theme of the past twenty years has been almost exclusively conveyed through programs emphasizing remediation or vocational training. From the Adult Education Act of 1966 to the present administration's "literacy initiative," the Federal Government has seen adult basic education as a national priority. Similarly, several Federal Acts of the 1960's (Manpower Development and Training Act, Vocational Education Act, Economic Opportunity Act) to the recent Job Training and Partnership Act reflect a national concern with adult vocational training and employment.

It is interesting to consider why remedial and vocational goals have dominated the national perspective. Policy formation and funding are, to a large extent, functions of philosophy and if we are to effect a new national perspective, underlying assumptions of the present one must be taken into account. To begin with, adult education's amorphous, diverse, albeit pervasive nature makes it difficult to grasp, to legislate for, to deal with in a comprehensive manner. Literacy and vocational training are relatively manageable concepts from which programs can be planned, implemented, and evaluated. Programs in reading or job skills can be observed and measured. The Federal Government can thus account for its taxpayers' dollars. Furthermore, thousands of illiterate, unemployed, or underemployed adults with nothing to do and no money to do it with pose a threat to the stability of the social order, not to mention a drain on social resources. In most societies education is a socializing force, a mechanism for preserving order and the status quo. In the extreme, adult education becomes a means of redressing public school failure; it is a stop-gap measure, a safety valve, a way to maximize human capital in service to the state. If anything, literacy and occupational thrusts have accelerated in the 80's in an attempt to deal with a society "where life is experienced as a business — competition, accumulation of wealth, obsolescence, the profit motive." In this setting, observes Petska (1982),

> we can not expect an active, widespread concern for people and for social well-being. Nor can we expect marked changes in an educational system which, despite the occasional claim of freeing human mind and spirit, has a record of binding individuals to societal patterns. (p.22)

Petska asks us "to decide whether adult education *as an institution* can be made more than a servant and a minister to capital interests" (p. 23).

Broadening the Perspective

Certainly remedial and vocational goals should be part of a national perspective on adult education. In and of themselves, however, they fail to accommodate the totality of a growing and vigorous movement in education. What is needed is a broadening of the national perspective to include goals of adult education that are perhaps less measurable, but no less important in their impact on individual and societal development.

An attempt was made with the Lifelong Learning Amendment to the 1976 Higher Education Act to broaden the perspective. It was declared that "American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens . . ." (Public Law 94-482). Unfortunately the Lifelong Learning Act was never funded nor was the need for it ever fully understood by legislators or school administrators. Four major reports exploring policy implication of lifelong learning were issued in 1978 however, and these reports did help to bring the concept into the public arena.

In spite of a lack of public policy on lifelong learning, it does appear that we are evolving into a learning society. Adult education has increased 17% between 1978 and 1981, and over 21 million adults participated in some form of organized educational activity in 1981. According to Cross and McCartan (1984), "only about half of the growth can be attributed to larger numbers of adults in the population; the remaining half is attributed to the increased need and desire of adults to continue learning" (p.1). And,

> in some states, participation by adults in educational activities is high even in the absence of comprehensive planning and initiatives for lifelong learning per se. These states would point to years of generous support for public education, easy access to educational institutions like community colleges, and relatively low tuition as important reasons why they are moving toward a Learning Society (p.1).

There are many reasons for this surge in adult learn-

ing. The pace of social change has accelerated to the point where what one learns soon becomes outdated, jobs vanish and new ones appear, information needs to be sorted and selected rather than embraced en masse, electronic and technological wizardry require new skills, and so on. Also, there are more adults than ever before, the sheer numbers of which have forced society to shift some of its attention and services from youth to adults. Strother and Klus (1982) predict that developments in the following areas will create a continuing need for learning: energy and resources, computerization and automation, communications and service industries, lifestyle and family changes, and the environment. Lewis (1981) sees a paradigm shift occurring in education to accommmodate the rapid changes. In the present paradigm, "the role of education is to produce a literate, learned society." The new paradigm assumes society to be literate and learned. Thus, education's role is "to facilitate and maintain a learning society" (p. 66).

The speed with which society is changing suggests that we no longer have the luxury of concentrating our educational efforts on the young. The urgency of dealing with today's problems lies with adults. Interestingly, it is on this point that first and third world nations concur. Neither can wait for their youth. "Learning needs of all age groups," Marien (1983, p. 21) writes,

> are outracing their attainments. Our nation is indeed at risk. However, the most important learning needs are not among children, but among adults — especially our political, intellectual, scientific, corporate, and religious leaders — the decision-makers who will be shaping Information Society over the next two decades. Their decisions, for better or worse, will largely determine whether the Information Society is humane, just, productive, free, participatory, and safe, or whether it is a society characterized by greater inequalities, more centralization, accelerating dangers, and further alienation (p.21).

The present operational framework for adult education more accurately reflects the needs of an industrial rather than information society (Birkey, 1984). Skill acquisition, whether it be in literacy or in occupational areas, has been the national perspective. This focus is becoming as outdated as some of the skills which adults are acquiring. The broadened perspective that many educators are calling for goes beyond literacy and occupational skill acquisition. A new national perspective should reflect a sense of social purpose and a commitment to promoting the acquisition of generic skills for an information society.

Several recent conferences and newly formed organizations in adult education are rekindling the spirit of social reform more characteristic of adult education in the early decades of this century. Questions are being raised about the role of adult education in promoting social change and individual growth. Issues of quality, access, and equity are receiving as much attention in the literature as those dealing with skill acquisition, budgeting, or marketing (Cross, 1984; Lewis, 1981, Oliver, 1983).

Many writers have delineated the skills needed in an information age. They all focus on process rather than content; they all are meant to be lifelong rather than time-bound. To begin with, the responsibility for learning needs to shift from provider to learner. While most would agree in principle that adults should assume responsibility for their own learning, actually operationalizing this concept is difficult. It involves moving the locus of power and control from the institution/teacher/expert/authority figure to the learner. At the same time learners assume this responsibility, they must learn to be self-directed. Reading, writing, computation, and computer literacy are, in Lewis' (1981) view, "prerequisites" for becoming self-directed. They are "necessary" but not "sufficient" conditions. "Witness," Lewis writes, "the many individuals who, after they acquired these skills, stopped learning" (p.68). Self-esteem and positive attitudes are also important in being self directed, as is learning how to learn so that opportunities can be maximized.

More important than acquiring content is the development of critical thinking and problem solving skills. Birkey (1984, p.26) relates four dimensions of problem-solving skills that she feels "will be required of all individuals" in the near future: knowing how to define problems; knowing how to originate, process, and develop ideas that could be solutions; knowing how to evaluate these ideas; and knowing how to develop and implement a plan of action either individually or in groups.

Thus, broadening the national perspective of adult education involves developing a shared sense of social purpose, a shifting of responsibility for learning to the learner, nurturing self-direction, and emphasizing the more generic skills of problem solving and critical thinking. That is not to say that literacy, vocational training, personal and family living, civic concerns, and avocational pursuits are not important. They are, but these content areas are too narrow a focus to frame a national perspective of adult education if we are to move into being a true learning society.

Implementing a Broadened Perspective

"We are a field waiting for things to happen" is how one observer sums up adult education's national posture (Oliver, 1983, p.4). He goes on to state:

> There is no rational discernible national policy for adult education; there are many adult education policies, both official and unofficial, all of which add up to no policy. Yet we know our field has meaning for individual and community growth through education, and we know adult education should be a key factor in any national education policy, or for that matter, any policy — economic, social, cultural — with adult education overtones (p. 4).

Given its pervasiveness, its importance to modern society, adult education needs its advocates for the for-

mation of policy at all levels. Given its voluntary, grass roots nature, a national perspective or policy is most likely to emerge from the local community level. Articulate spokespersons are needed who can mold or coalesce local initiatives into a perspective that reflects and accommodates the reality of the field, and certainly that reality is more than remedial and occupational concerns. Several writers have thought about this very issue — that is, developing a national perspective, and their suggestions for implementation have much in common.

At all levels, local; state; and federal, forceful statements are needed that name and promote this largely invisible phenomenon of adult education. And rather than being construed as a captive of the economic system, adult education should be cast as the liberator that it truly is. Adult education has been driven by a market economy which has inhibited the formation of a national perspective. Furthermore, by linking its definition to what goes on in organized learning situations and omitting independent learning, only a portion of adult education becomes fundable. Because public gain from private or independent learning is not clear, this significant portion of adult learning remains unrecognized from a policy perspective. Mission statements, legislative mandates, policy statements, and so on, should promote the notion that "lifelong education is a basic human right and a national capital asset" (Gilder, 1980, p.71). Needed to be articulated in these pronouncements is the broadened perspective discussed earlier. That is, adult education has multiple goals. Literacy and manpower development are important, but so are the goals of self development and social responsibility. Also deserving attention is the issue of equal access. Despite expanded educational opportunities and rising levels of academic achievement, the gap between the haves and have nots widens rather than shrinks (Rockhill, 1979).

What specifically can be done at different levels toward implementing a national perspective for adult education? A government publication on lifelong learning makes the following observation: "Education in the United States has traditionally been a local *function*. a state *responsibility*, and a federal *concern* (U.S. Office of the Secretary of Education, 1978, p.16). As stated earlier, a national policy or perspective will have to emerge out of state and local initiatives with the key policy decisions being made at the state level. Especially in a period of decentralization and deregulation, local and state agencies will be given even more authority and funds. Gordon (1983, p.32) warns adult educators to "read the writing on state house walls and start planning *now* to develop new and more effective ways of working with state departments of education." Indeed, it appears that state policy makers themselves will find it increasingly difficult to ignore the surge of adult learners, for "this phenomenon . . . promises to have a dramatic impact on equal opportunity, the quality and coordination of education, and the economic future of the state" (Cross and McCartan, 1984, p.7).

Cross and McCartan (1984) delineated four approaches reflective of various states' handling of adult education and lifelong learning. The first of these the authors label *laissez-faire* or a "hands off" approach. Here the state either believes that a free market will best serve the interests of adults, or that it is simply not interested in being involved. The second stance, and the most prevalent, is one of *encouragement*. The state takes no direct action but facilitates the involvement of others through "planning and goal setting, collecting data, promoting local cooperation, or establishing task forces" (Cross and McCartan, 1984, p.4). The third option, *intervention*, is rationalized on the basis of the "state's interest in the efficient use of public resources and in protecting citizens against fraudulent or shoddy educational practices" (p.125). Finally, states may intervene with *direct support and services* especially if it is more cost-effective and/or more equitable to offer a service statewide.

In conclusion, it is of course not entirely realistic to section out state, local, and federal responsiveness to the lifelong learning phenomenon. All levels are interwoven and interdependent. A national response must be multi-level and all-pervasive. "As is usually the case with social movements," Gilder (1980, p.85) writes, "it is now time for the policy framework to catch up." Guidelines, regulations, funding formulas, and "attitudes about policies and procedures for offering lifelong education" need to be updated. In Gilder's words:

> This is a massive challenge. It will require activity at the local level, at the state level, at the city and county level, at the regional level, and at the federal level. It will also be critically important to involve adult learners themselves in each of these activities because the nature of change is itself changing. Changes in adult learning and lifelong education are faster, more fundamental, more irreversible, more widespread, and more technologically complex than ever before. Serving lifelong learners means making them an integral part of the process rather than consumers of the product. (p.86)

References

Birkey, C.J.M. (1984). Future directions for adult education and educators. *Journal of Teacher Education, 35*, 25-29.

Cross, P.K. and McCartan, A. (1984). *Adult learning: State policies* and *institutional practices*. ASHE-ERIC Higher Education Research Report No. 1. Washington, D.C.: Association for the Study of Higher Education.

Gilder, J. (1980). Lifelong education: The critical policy questions. In B. Heerman, C. Enders, and E. Wine (Eds.), *Serving lifelong learners*. San Francisco: Jossey-Bass.

Gordon, M. (1983). Notes on the future of adult education. *Mobius, 3*, 28-34.

Lewis, A.J. (1981). Education: Bridging past, present, and future. *Journal of Thought, 16*, 61-71.

Loring, R. (1978). Adult education in the United States. Paper presented at the Salzburg Seminar in Continuing Education, August 6-26. Salzburg, Austria.

Marien, M. (1983). Some questions for the information society. *World Future Society Bulletin, 17*, 17-23.

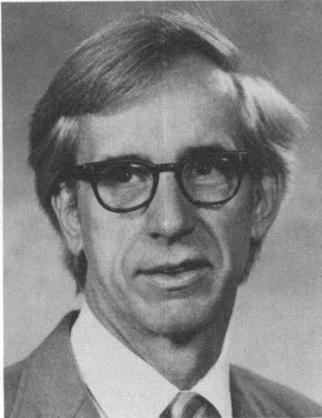
Petska, D.E. (1982). Adult education for the year 2000. *Lifelong Learning: The Adult Years*, 21-23.

Rockhill, K. (1979). Lifelong learning in the United States: A critical discussion of emerging policy. *Convergence, 12*, 64-74.

Schroeder, W. (1979). Adult Education in the United States. Available from the author at Florida State University, Tallahassee, Florida 32306-3021.
Strother, G.B. and Klus, J.P. (1982). *Administration of continuing education*. Belmont, CA: Wadsworth Publishing Co.
U.S. Office of the Secretary of Education. (1978). *Lifelong learning: A policy perspective on learning, opportunity, and access. Washington, DC: Department of Health, Education and Welfare.*

Who Should Finance Adult Education?

Alan B. Knox



Professor Knox is at the University of Wisconsin and a prolific author. He was formerly Director, Continuing Education and Public Service at the University of Illinois. He is President of the American Association for Adult and Continuing Education and chairs the Leadership Commission of the National University Continuing Education Association.

You have probably answered this question if you have ever administered any educational program for adults and proposed a budget, set fees, or obtained subsidy. However, the answer and influences on its implementation vary from instance to instance.

The extreme cases are easier to answer than the majority of instances that entail a complex mix of financial support from various sources. One extreme includes adult basic education provided by local public schools or community colleges in which the adult learners who participate pay no fees. Financial support comes from federal, state, and local tax funds. A similar example is the educational programs for adults provided by the Cooperative Extension Service (CES) of the Land Grant Universities.

At the opposite extreme, participant fees recover almost all program costs. Examples include cost recovery continuing education programs provided by some professional associations and private universities. Between these two extremes, most educational programs for adults depend on a combination of financial support from various sources such as learner's personal income, reimbursement by employers, formula tax funds, grant funds, and subsidy by organizations and volunteers.

This article suggests a rationale for adult and continuing education practitioners to use when deciding on a mix of financial support in a specific instance. Adult educators are most likely to confront this decision when they coordinate or administer a program. However, people in other roles (such as instructors, policy makers, and citizens) contribute to financial decisions as members of planning, policy, and advisory committees.

Usually, the proportions of financial support from various sources are a reflection of the typical mix of supporters. The reason for considering who *should* finance adult education is to help decide whether a different mix is more desirable.

Variations in the mix of financial support occur because there are multiple beneficiaries and decisions reflect efforts to balance value judgments made by participants, practitioners, and policy makers. The immediate beneficiaries are the adult learners themselves who usually gain satisfaction, proficiency, and advancement. In many instances, there are secondary beneficiaries, who gain due to the improved role performance of the participant. Examples include adult leaders of youth organizations who better serve young members, and health professionals who provide better care for patients. The community or society in general can be a third beneficiary as a result of adult education programs that contribute to improved productivity, economic development, quality of life, cultural enrichment, and public policy. The organizations that provide or co-sponsor adult education may be a fourth beneficiary as a result of increased organizational effectiveness or public support.

Adult education administrators confront at least three viewpoints which entail value judgments about the relative portion of adult education costs that should be borne by each party. Participants and potential participants make judgments about desirable program quality (which can be related to program expense) sometimes based on familiarity with similar programs by other providers. Participants also decide on a reasonable range of fees, based on their perceived ability to pay and likely benefits.

As practitioners, in addition to valuing high quality and low costs for participants, administrators make cost related judgments as they pertain to making programs accessible to participants, and achieving sufficient cost recovery to also allow desirable program quality. Administrators also deal with policy makers in their organizations (policy board) and in the larger society (legislative appropriations) who make financial value judgments. This includes organizational or societal benefits and the feasibility of resource allocation in relation to competing demands. For example, an employer decides how much to invest in human resource devel-

opment in relation to new equipment; a university decides how much to subsidize continuing education for adult part-time students in relation to preparatory undergraduate education for young full time students; a legislature decides how much to appropriate to support adult education in relation to other social programs. The remainder of this article suggests a rationale that adult educators might find useful as they seek to be persuasive advocates on behalf of a desirable mix of financial support for adult education programs (Apps, 1979; Kreitlow, 1981; Matkin, 1985; Merriam, 1982; Perelman, 1984).

Considering Full Costs

Few people are in a position to know the full costs of an educational program for adults. It will strengthen your position as a practitioner to have such an understanding of full program costs. The evident starting point is a review of the exchange to be achieved between the adult education provider and the clientele to be served. Clientele characteristics include background, ability to pay, aspirations, and alternative programs available. Provider characteristics include type of program content and methods, along with the basic direct costs for instruction, materials, facilities, administration, and marketing. Successful programs depend on a mutually beneficial exchange between provider and clientele in which program benefits warrant learner participation fees, and subsidy with the result that program income is enough to pay for sufficient quality to result in desired benefits. This dynamic relationship is at the heart of program functioning, and it is as difficult to understand as it is important to do so.

Among all similar adult education programs with their typical expenses, there are variations in program quality. Some of such variation can be associated with costs. Typically included are expertise, facilities, equipment, and materials.

For some programs, the major ingredient in educational quality and costs is instructional salaries and fringe benefits. Pertinent influences on instructional costs include requisite expertise and available instructors. Expertise consists of the type and level of expertise required given program content, objectives, and clientele. Availability consists of the number of potential instructors available with the requisite expertise and their salary expectations given alternative opportunities and additional benefits from helping adults learn. Another influence is the optimal ratio of participants per instructor during a program session, as well as the optional mix of session types. Sessions can have too few participants to enable them to learn from each other as well as too many participants to gain sufficient assistance from the instuctor. A related consideration of scale is how many participants can benefit from an instructor's preparation for a session, such as by offering multiple sections or by using technology (such as video tape or telephone network) to serve more learners. In such ways, unit costs and fees charged per participant can be reduced. A typical way to maximize quality and minimize costs is to have a combination of sessions, such as a presentation by an expensive speaker or an inexpensive video tape, in conjunction with discussion sessions.

Another ingredient in program quality is facilities and equipment. Sometimes the connection with quality is apparent, such as having a pool to teach swimming, typewriters to teach typing, a laboratory to teach scientific procedures, a library or archives to teach historical research, a link trainer and an airplane to teach flying, or access to manufacturing equipment to teach people to operate it. When judging the adequacy of facilities and equipment, consider not only efficiency of acquisition of proficiency but also extent of application in the form of satisfactory performance.

A third ingredient when figuring full costs and program quality is instructional materials. A literacy or study-discussion program in which participants have easy access to effective materials is considered of greater quality than one in which participants do not. However, materials can help raise program quality and impact even further, such as by use of simulation materials for more efficient and memorable learning experiences, and hand-out materials to facilitate application beyond the program. Again, economy of scale and multiple use can boost quality and contain costs.

The full costs of a program extend beyond the direct costs included in the program budget. In some programs (such as adult religious education, literacy volunteers, and the Cooperative Extension Service) volunteer effort is a major form of subsidy that allows minimal fees. In some programs (such as continuing professional education and world affairs education) cosponsorship results in in-kind contributions of facilities, materials, and marketing which constitutes a form of subsidy. Indirect costs include expenses (such as facilities use, and central administration support) which are difficult to account for as a direct cost but are part of full costs. If such indirect costs are not recovered as part of program income and transferred to the parent organization, a form of in-kind or hidden subsidy results.

When full program costs are accounted for, if participant fees do not recover full costs, the shortfall constitutes subsidy by one or more organizations. The question, who should finance adult education, can entail comparison of the current combination of financial support with a mix of support that seems desirable. A major disparity provides the basis for developing a rationale for a reallocation of cost sharing. Four major considerations when developing such a rationale are type of provider, clientele, life role, and sources of subsidy. The following section of the article reviews these considerations.

Major Considerations

Provider — The type of parent organization with which an adult education provider is associated is the main influence of financial arrangements including sources of support (Anderson and Kasl, 1982; Matkin, 1985; Votruba, 1981). Types of providers include those associated with typical educational institutions (such as schools, community colleges, universities) and with all kinds of other organizations (such as libraries, mu-

seums, religious institutions, employers, military, labor unions, voluntary and professional associations, prisons, hospitals, and various community agencies). The financial condition, arrangements, and expectations of the parent organization help to explain current practice regarding sources of financial support for adult education, as well as influence the likelihood of and strategy for modifying that mix of financial support in desirable directions. (Knox, 1982; Matkin, 1985; Shipp, 1982; Strother and Klus, 1982).

Variations among types of providers in the current and desired mix and level of financial support for adult and continuing education are indicated by the following highlights of financial arrangements for some contrasting types of providers (Anderson and Kasl, 1982).

Local public schools typically provide adult education programs financed in one of two ways. Some programs (such as adult basic education, high school equivalency, and adult vocational education) are supported mainly by federal funds with participants paying virtually no fees. Some programs (such as those for family life, leisure time, public issues, and cultural interests) are mainly supported by participant fees. The two different patterns are masked by the average of all adult education programs provided by many districts, in which about two thirds of income is from federal funds (channelled through the states) and less than ten percent is from local funds.

Public school adult education programs emphasize reaching as many people as possible with the money available. Part time staff account for 95 percent of instruction. Their average rate per hour in the classroom is $10. Instructors' salaries account for 60 percent of all costs. Most indirect costs are absorbed as an in-kind subsidy by the school system, in the belief that this contributes to community support for the school system. The cost per participant learning hour (PLH) is about $2.

The usual rationale for financing public school adult education is that free public education through high school completion should be available to adults who lack it, as well as young people of compulsory school age. Public schools seem to be appropriate providers for such programs aimed at under-educated adults with limited ability to pay. Federal, state, and local tax funds for this purpose provide sources of subsidy, and a mandate is reflected in legislative authorizations and appropriations for such programs as adult basic education, vocational education, and job training. Such subsidy has been justified as an investment that benefits society, through increased productivity and economic development. This basic rationale was used a century ago for Americanization programs, three quarters of a century ago for adult vocational education, a half century ago for economic recovery during the depression, a quarter century ago for manpower and literacy programs, and is used today for economic revitalization.

The rationale for modifications includes attention to both serving more hard to reach adults and broadening subsidy to cover non-occupational programs aimed at improving quality of life. The emphasis on numbers of adults served as the basis for allocation of program subsidy is a strong inducement to mainly serve easy to reach adults who are least expensive to attract and retain, and to neglect hard to reach adults. One solution is to designate funds for the purpose of serving hard to reach adults, for which doing so is more important than the numbers reached. Likewise programs for community problem solving, world affairs, or family life education are more likely to flourish if funding is designated for the purpose, and the typical rationale for doing so is that the community generally is a beneficiary.

Continuing higher education programs also vary greatly regarding financial support. Some programs (such as the Cooperative Extension Service (CES) of the Land Grant Universities) receive virtually no funds from participant fees, but depend almost exclusively on tax funds. The proportion varies somewhat from state to state, but typically more than one third is state and less than a third each is local and federal. By contrast, some programs (such as continuing professional education and credit and degree offerings for adults provided by private universities) depend almost exclusively on participant fees.

When all continuing higher education programs are combined (including public and private community colleges, colleges, and universities) almost two-thirds of the income is from tuition and fees. Instructors' salaries and fringe benefits account for about half of the costs. More than three-quarters of the instructors teach part-time and their average rate per hour in the classroom is $20. The hourly rate for full time instructors is $45. The costs per participant learning hour (PLH) are about $5.

The usual rationale for who pays for continuing higher education and extension is that adult participants should pay some of the costs, but that the proportion varies with ability to pay. In practice, returning students pay tuition charges (although they attend part-time they usually have less access to scholarship and loan funds) comparable to full time younger students, and retirees typically pay reduced fees. Less advantaged adults (such as rural or low income CES participants) pay for a lower proportion of program costs while more advantaged adults (such as members of relatively affluent professions) pay for a higher proportion. Various forms of subsidy support many of the non-occupational programs. However, as continuing higher education has become increasingly dependent on cost recovery from participant fees, continuing professional education (which benefits from employer reimbursements) has expanded while non-occupational programs (which include public affairs, family life, cultural activities, and the arts) have decreased.

The rationale for modifications includes the importance of program leadership in which practitioners do not just react to public demand but help to establish priorities based on societal benefits (such as quality of life as well as economic productivity), balanced offerings, and the distinctive mission of higher education providers.

Estimates of annual employer expenditures for em-

ployee education and training approach thirty billion dollars. (This does not include the military service as an employer.) Types of programs and levels of support for them vary greatly. Large organizations tend to have more extensive human resource development and training programs and a higher level of average support per employee than do very small organizations. Programs include on-the-job training, and in-house programs (conducted on work time) as well as outside contract programs and reimbursement for tuition (in which the employee is likely to contribute at least part of the time and costs). Employee wages paid for attending an educational program are sometimes included as a program cost.

More than one-quarter of all costs are for instructor salaries. About 80 percent of instruction is provided by part-time instructors from outside the organization with an average contact hour rate of $60. Ignoring lost time costs, the average cost per PLH is $26.

The usual rationale for financing education and training that employers provide for their employees (and sometimes customers), is that human resource development is a cost of doing business and an investment in future productivity and innovation. When employees are expected to participate in order to learn how to perform their current jobs or prepare for advancement, the employer pays full costs. Employees are expected to contribute some of their time and money when participation in an outside program is at their initiative and the likely benefits to the employer are indirect.

The rationale for modifications includes recognition of the importance of investments in human resource development (HRD) for both employers and employees (Odiorne, 1984; Schein, 1978). Because HRD is so closely connected with effective supervision, in best practice part of supervisors' time devoted to activities such as on-the-job training and mentoring constitutes an additional subsidy of HRD. Furthermore, both employers and society are beneficiaries of investments in HRD because it is so influential on not only productivity and career advancement, but also innovation, economic growth, and vitality which can have political and social benefits as well. A broader view of the beneficiaries of employee education and development would result in greater employer support for career development beyond performance of the current job and for encouraging non-exempt employees to use the seldom used educational benefits provided for in union contracts.

Adult religious education serves a large portion of adult education participants (perhaps one-fifth, Johnstone and Rivera, 1965). However, direct financial support is small, mainly because of the heavy reliance on volunteer effort and in-kind contributions by the local religious institutions. Except for larger congregations with a paid director of adult religious education, there is seldom a separate budget. Participants seldom pay fees, but may purchase materials. Clergy, and other religious leaders and staff, volunteer their time by planning and coordination, as do presenters and discussion leaders. Facilities or members' homes are usually provided without charge as places to hold sessions, and even refreshments are typically donated. The rationale for modifications includes arrangements for a modest budget for the adult religious education committee to enrich program offerings beyond the volunteer and in-kind contributions. Examples include materials and guest resource persons.

For professional associations, almost 90 percent of income is from participant fees. Volunteer effort by association members is another source of support. Almost 20 percent of total costs are honoraria for instructors. About 90 percent of them are part-time (in contrast with full time association staff), their average hourly contact hour rate is $35, and the cost per PLH is $15.

The usual rationale for financing continuing education provided by professional associations is that the members who participate are the main beneficiaries, but that such programs are a member service and if well done can help maintain and increase membership in the association. The rationale for modifications includes exploring co-sponsorship with other associations; educational institutions; or employers to broaden the base of support, and increasing volunteer contributions for program planning and discussion leadership.

Clientele — A second major consideration when deciding who should finance adult education, in addition to the practices of each type of provider, is the characteristics of the intended clientele (especially their ability to pay). Particularly for types of providers that depend on fees for a substantial portion of cost recovery, there are ways to vary fee levels related to ability to pay.

One way is to subsidize programs aimed at a low income clientele to a much greater extent than programs for higher income clientele. For example, a university continuing professional education program for physicians might be budgeted for full cost recovery, while a program for medical technologists might be budgeted to recover only half of the full costs from fees. The Cooperative Extension Service might charge no fees to low income homemakers for a nutrition education program but charge moderate fees to managers of agribusinesses for a management development program. A school system might charge no fees to adult basic education participants but charge moderate fees to participants in enrichment programs such as "gourmet cooking."

Another way is to conduct two-stage programs with a multiplier effect, in which the provider conducts moderate fee programs for people who will in turn conduct without charge programs for the ultimate clientele who are unable or unwilling to pay any fee. A third way is to set aside part of the budget for a specific program, to be used for financial support for potential participants unable to pay the full fee. Practitioners can establish such policies for resource allocation to reflect the provider's stance regarding high priority or underserved audiences as well as their ability to pay (Kidd, 1962; Knox, 1982).

Role — A third major consideration is adult life roles and topics. The proportion of adult education costs that are paid by the individual, his or her organization, or by the larger society can vary with the learner's life role

and related subject matter content (Kidd, 1962; Knox, 1982; Kurland, 1977). For example, occupationally related content is typically viewed as sufficiently relevant by employers that they pay most of the costs directly, and sometimes reimburse employees for part of their educational expenditures. The societal benefits of occupational education are reflected in public funding of adult vocational education and manpower related training to assist the unemployed and underemployed.

By contrast, leisure education for adults is typically assumed to have predominantly personal benefits, with the concommitant expectations that participants in such programs will pay most or all of the costs. In actuality the benefits related to quality of life, and physical and mental health justify some societal subsidy, if for no other reason than to reduce the health and welfare costs that otherwise result. This societal benefit is recognized by community agencies (such as the Y), religious institutions, recreation departments, senior centers, and other organizations committed to enriched leisure time and enhanced quality of life to an extent that they acquire subsidy funds for such programs.

Family life education programs seek to strengthen one of the most important but battered institutions in our society. Society benefits greatly from wholesome family life and pays an enormous price when this is not the case. Paradoxically, adults are reluctant to pay the full costs of family life education, which means that some subsidy is important if such programs are to flourish.

Continuing education for public responsibility is probably the smallest effort related to various life roles, and yet the topic area in which societal benefits predominate. Examples include assistance with community problem solving, understanding of domestic and foreign policy issues, and education for citizen participation. In addition to planning such programs, subsidy is typically required to encourage participation.

Subsidy — A fourth major consideration is available sources of subsidy. Sometimes a participant or a parent organization pays a disproportionate share of the costs for lack of an alternative. Effective adult education practitioners should be able to identify individuals and organizations that could make a valuable contribution to a program, recognize the incentives and benefits likely to encourage them to do so, and be sufficiently persuasive that they do so. Such a strategy entails elements of marketing, proposal preparation, and grantsmanship (Buskey, 1981; Knox, 1982).

The most familiar form of subsidy is by volunteer contributions that would otherwise entail financial support. Examples of extensive use of volunteers include the Cooperative Extension Service, adult religious education, and voluntary associations. A similar and widespread form of subsidy is co-sponsorship by other organizations with sufficient commitment to and anticipated benefit from a proposed program that they are willing to make a complimentary contribution that would otherwise entail financial support. Examples of such contributions include free use of facilities, access to libraries or laboratories, provision of instructional materials or equipment, and assistance with marketing efforts to encourage participation, placement, or application.

Perhaps the most accessible but difficult source of subsidy is the parent organization. Efforts to strengthen internal support for continuing education are crucial to administrative leadership (Votruba, 1981). The process of doing so is sometimes similar to developing a proposal for external funding (Knox and Associates, 1980). This process becomes formalized when attracting external funds for continuing education from foundations and government agencies (Buskey, 1981).

For any of these potential subsidy sources, success tends to ride on a persuasive answer to the question, "Why should they help support the adult education program?" Having a comprehensive understanding of all program costs and benefits can contribute to a convincing answer (Matkin, 1985; Shipp, 1982).

Conclusion

For the practitioner, answering the question who should pay for adult education, can be a very practical matter. The philosophical rationale and the descriptive overview are useful to the extent to which they help to make the case for a desirable mix of contributions in a specific instance. You are usually trying to convince participants that their share should be greater than it has been in the past or than they prefer for the future.

A convincing case usually entails both evidence and presentation. The policy or decision making process is similar to any marketing strategy in which your administrative task is to help a potential supporter to appreciate a mutually beneficial exchange (Knox and Associates, 1980). To win and maintain such support, the benefits that result from the adult and continuing education program should be valued more than the share of the costs that you would like contributed. For the potential participant, volunteer, or even co-sponsor this evaluation of costs in relation to benefits tends to be quite personal. For representatives of the parent organization, a foundation, or a government agency, the aggregate benefits tend to be of greater interest. For any potential supporters, it is helpful to review the range of benefits with emphasis on those they especially value.

For you to convince them, you need to know about actual benefits. Such evidence may have various sources. Findings from impact evaluation studies is one, especially those that include follow up. Summaries of the benefits that have resulted from similar programs can help (Knox, 1979). Conclusions from your own ongoing program evaluation and management information system can be especially convincing (Matkin, 1985). Testimonials from people with first hand experience with program benefits may be discovered during program evaluation or may occur spontaneously. Either way, such human interest stories can be especially persuasive.

Knowing the multiple outcomes and benefits of an adult education program and the multiple contributions that make it possible, can help you to locate pertinent evidence. Knowing what a potential supporter values

can help you select benefits to emphasize and prepare a convincing presentation. The length, detail, and form of the presentation may entail a letter or informal conversation, or a formal written proposal complete with exhibits and a meeting to discuss it. A successful strategy should culminate with potential supporters concluding that they should help pay for adult education. The actual quality and program benefits should warrant their continued support.

References

Anderson, R.E., & Kasl, E.S. (1982). *Costs and financing of adult education and training*. Lexington, Mass.: Lexington Books.

Apps, J.W. (1979). *Problems in continuing education*. New York: McGraw-Hill.

Buskey, J.H. (Ed.) (1981). *New directions for continuing education: Attracting funds for continuing education*, No. 12. San Francisco: Jossey-Bass.

Johnstone, J.W.C., & Rivera, R. (1965). *Volunteers for learning*. Chicago: Aldine.

Kidd, J. R. (1962). *Financing continuing education*. New York: Scarecrow Press.

Knox, A.B. (Ed.). (1979). *New directions for continuing education: Assessing the impact of continuing education*. No. 3. San Francisco: Jossey-Bass.

Knox, A.B. (Ed.). (1982). *New directions for continuing education: Leadership strategies for meeting new challenges*, No. 13. San Francisco: Jossey-Bass.

Knox, A.B. & Associates. (1980). *Developing, administering, and evaluating adult education*. San Francisco: Jossey-Bass.

Kreitlow, B. W. & Associates. (1981). *Examining controversies in adult education*. San Francisco: Jossey-Bass.

Kurland, N.D. (1977). *Entitlement studies*. National Institute of Education Papers in Education and Work, No. 4. Washington, D.C.: U.S. Government Printing Office.

Matkin, G. (1985). *Effective budgeting in continuing education*. San Francisco: Jossey-Bass.

Merriam, S.B. (Ed.). (1982). *New directions for continuing education: Linking philosophy and practice*, No. 15. San Francisco: Jossey-Bass.

Odiorne, G.S. (1984). *Strategic management of human resources*. San Francisco: Jossey-Bass.

Perelman, L.J. (1984). *The learning enterprise*. Washington, D.C.: The Council of State Planning Agencies.

Schein, E.H. (1978). *Career dynamics: Matching individual and organizational needs*. Reading, Mass.: Addison-Wesley.

Shipp, T. (Ed.). (1982). *New directions for continuing education: Creative financing and budgeting*, No. 16. San Francisco: Jossey-Bass.

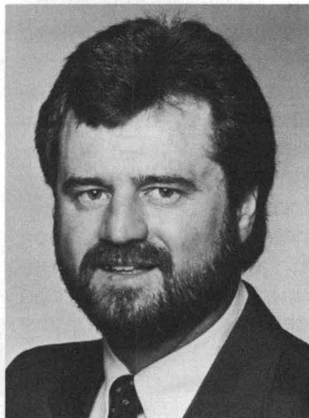
Strother, G.B., & Klus, J.P. (1982). *Administration of continuing education*. Belmont, California: Wadsworth.

Votruba, J.C. (Ed.). (1981). *New directions for continuing education: Strengthening internal support for continuing education*, No. 9. San Francisco: Jossey-Bass.

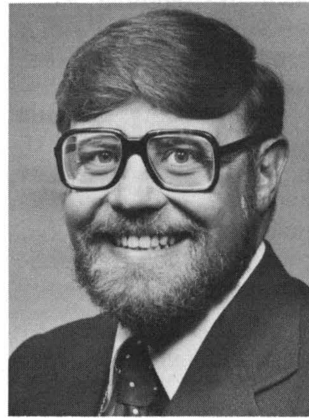
Adult Education Should Be the Exclusive Domain of Colleges of Education

Michael W. Galbraith

Peter J. Murk



Michael W. Galbraith is an Assistant Professor of Higher and Adult Education at the University of Missouri, Columbia, MO. He received his Ed.D. from Oklahoma State University and his master's and bachelor's degrees from The University of Toledo. Dr. Galbraith is the author of 24 refereed journal articles related to adult learning, elder abuse, older workers, and perceptual learning styles. He is active in the American Association for Adult and Continuing Education and holds several leadership roles.



Dr. Peter J. Murk has been associated with Ball State University since 1973. He serves as an Associate Professor in Adult Education with The Center for Lifelong Education, and a member of the Commission of Professors of Adult Education. He is an experienced Continuing Educator, and also serves as the Executive Secretary of The Indiana Association for Adult and Continuing Education.

Introduction

Adult education is incorporated into many segments of our society. It constitutes a diversity of institutions and agencies that provide educational opportunities to adults. The background and training of those individuals who operate, administer, and manage such institutions and agencies are diverse as well. Darkenwald and Merriam (1982) have classified the adult education institutions and agencies into four categories: independent adult education organizations, educational institutions, quasi-educational organizations, and non-educational organizations. Each type contains a different list of agencies and their purposes for utilizing education, especially in relationship to meeting the

needs of adults. Universities fall within the category of "educational institutions" whose major purpose is to serve youth's formal educational needs while serving adults on a secondary basis. Many universities do not provide a major course of study in adult education although there are numerous graduate level adult education programs that have been established over the last fifty years that prepare adults to enter the adult education profession.

The purpose of this article is to examine the issue as to where an academic program in adult education should be located within a university. The authors contend that such a program should be the exclusive domain of colleges of education and should not be located in some other component of the university. In examining this issue, a historical perspective concerning the adult education movement as a field of study will be presented as well as the results of some recent research surveys that dealt with adult education programs within universities and colleges. The philosophical foundations guiding adult education and the core curriculum and competencies identified will be detailed in support of our argument.

A Historical Perspective

In support of the issue that adult education should be the exclusive domain of colleges of education, a historical perspective of the movement and growth of adult education as a field of university study seems warranted. If one understands historical facts concerning the emergence of adult education as a field of professional graduate study, our argument is strengthened. Historically, colleges of education have taken a leadership role in recognizing adult education as a field of study.

Houle and Buskey (1966) reported that the first university courses in adult education were offered in the 1920s at Teachers College, Columbia University. However, it was not until 1935 that the first doctorates in adult education were awarded from Columbia. Rowden (1934), the editor for the 1934 *Handbook of Adult Education in the United States*, described some courses in adult education that were being offered by institutions of higher education. The majority of adult education courses were being offered in schools of education, colleges of education, or teacher colleges at such universities as the University of California at Berkley, Stanford University, Columbia University, and Ohio State University. However, Rowden warned her readers that:

> Courses in adult education offered by American educational institutions are still in the experimental stage . . . (however) an increasing number of institutions are including courses in adult education and the technique of teaching adults in their curricula (p.54).

The early pioneers of adult education who recognized it as a field of study were laying the foundation for graduate study programs within colleges, schools, and departments of education (Jensen, Liveright & Hallenbeck, 1964).

Houle (1941-49) conducted a brief survey of colleges and universities annually for nine years concerning educational opportunities in adult education for teachers and administrators. He reported on courses, institutes, and workshops that were offered during the summer months. Houle (1941) concluded:

> As the field of adult education has grown in size and complexity, there has developed an extensive body of knowledge concerning its nature and practice. As a result, teachers and administrators of adult education activities have increasingly sought professional training in the field (p. 81).

He also addressed the issue as to where these teachers and administrators were seeking this training:

> Almost all the forty-four colleges and universities which are maintaining active programs rely chiefly on organized courses offered in colleges or departments of education (1941, p. 182).

However by 1947, Houle expressed the concern that colleges or departments of education were not, as yet, assuming the responsibility they should for the professional training of teachers and administrators of adult education activities. Even so, there was "emerging a uniformity in methods, practice, and content" within the adult education programs in colleges and departments of education within universities (Houle, 1947, p. 107). Not all the forty-four colleges and universities mentioned above by Houle were offering graduate programs leading to master or doctoral degrees in adult education. However, during the 1940s and 1950s an increased number of universities organized doctoral programs in the field of adult education. By 1968, at least 20 universities in the United States and Canada had a fully developed curriculum leading to the doctorate in adult education. An unknown number of universities offered a master's degree in adult education during that time period (Houle, 1970). Nearly all the graduate programs in adult education were organized and developed in the academic colleges, schools, or departments of education although other institutional departments, such as agriculture and home economics, provided professional instruction in adult education but did not offer a degree in the field (Jensen, Liveright & Hallenbeck, 1964; Knowles, 1977).

The phenomenal growth in university preparation programs in adult education in the United States continued through the 1970s and into the 1980s. This can be illustrated by examining the membership of the Commission of Professors of Adult Education and through a survey study of adult education programs in the United States and Canada conducted by Jones (1982). The Commission of Professors of Adult Education is a unit of the professional association of the American Association for Adult and Continuing Education, formerly the Adult Education Association of the U.S. In 1960, the commission had only 20 members who represented some 15 universities (COPOAE, 1960). According to the February 1985 membership list, 227 professors belong to the Commission of Profes-

sors of Adult Education, and nearly all of them represent colleges, schools, or departments of education in their respective institutions. To further illustrate this phenomenal growth and expansion of programs, as well as the identification of where adult education programs were located within the institutions, Jones (1982) conducted a survey study of institutions of higher education in the United States and in Canada. He found that nearly 100 universities and colleges were offering graduate study programs and that the majority of the adult education programs were organized and operated out of colleges, schools, or departments of education.

The point that adult education graduate study programs are indeed properly located in the education units of institutions can be supported by a survey of graduate schools in adult education (The Learning Connection, 1982). The top ten graduate schools in adult education nominated were affiliated with colleges, schools, or departments of education within their institutions. Those individuals who were surveyed indicated that adult education graduate programs were properly and appropriately located and that the curricula of such programs could best be delivered in their present location within the university or college.

Adult education as a field of study has also experienced numerous approaches to serving those in nontraditional programs that lead to graduate degrees in adult education. Knowles (1977) points out the historical evolution of the nontraditional movement as it relates to institutions of higher education. More recently, Sisco (in press) has detailed some new approaches to graduate study in adult education. The interesting and most salient facts related to this nontraditional movement within adult education has been that colleges, schools, and departments of education have remained in a leadership and guiding capacity throughout the traditional as well as the nontraditional movement of adult education as a field of study.

Recent Research

Investigations into the various aspects of graduate studies in adult education have occurred concerning the state of such programs (Ingham & Hanks, 1981; Ingham & Robbins, 1977; Griffith & Cloutier, 1972; Knox, 1973). The most recent study concerning the present status and location of adult education programs is presently being undertaken by Jones and Galbraith (in press). Although the study is not fully completed, some preliminary findings are worth noting. Jones (1982) identified nearly 100 universities who offered graduate programs in adult education, most of which were located in colleges, schools, or departments of education. The Jones and Galbraith study identified 165 universities and colleges in the United States and in Canada that provided such programs. In the three years since Jones' study, the number of graduate programs in adult education had increased by 65 universities and colleges. Nearly 92 percent of the 165 identified programs were located in colleges, schools, or departments of education within their respective universities or colleges. The remaining percentage of programs was located in academic departments such as home economics, agriculture, human resource development, and schools of general studies. However, these programs coordinated their adult education studies in a multidisciplinary fashion, usually with the college, school, or department of education. The areas of concentration that were available in the graduate adult education programs also provided some clues as to the diversity of the field as well as the identification and location of such programs. The respondents in the Jones and Galbraith study indicated that there were 28 different areas of concentration available in the various programs. These areas included administration, adult basic education, community education, foundations, human resource development, research, and vocational adult education. As one reviews these areas of concentration, it is apparent that the responsiblity for the academic preparation rests heavily upon the academicians within the colleges, schools, or departments of education.

Foundational Rationale and Reasons

Historical evidence may or may not be convincing enough to sway the argument that adult education should be located within a college of education and not in some other component of the university. Even the discussion on the recent research surveys may not be persuasive for some individuals who are debating the issue. Therefore, it is necessary to discuss the philosophical foundations of adult education as well as the curricula and competencies required to function adequately as an adult educator. Procedures for linking the adult education program and other fields of study and personnel within the university also need to be addressed to clarify their roles of importance.

Philosophical foundations relate to the rational investigation of the basic principles or concepts that guide our knowledge or conduct. It is imperative that a philosophy reflects and clarifies the theory of the knowledge base as well as the actions that lead to acceptable practice. Adult education holds an implicit and an explicit philosophy that provides meaning to the field of study and to the general adult educator practitioner. Philosophy addresses questions of what we do and why we do it. These questions that directly affect adult education can be more adequately discussed and solved within a department, school, or college of education because of the philosophical foundations that guide the general area of education. The philosophy of adult education has been addressed by scholars who are adult educators themselves and who work with and for graduate adult education programs that hold certain beliefs concerning lifelong learning. Very few components of the university system link their philosophical beliefs with that of adult education, nor do they prescribe to the educational philosophies that guide the concepts and practices of adult education. Knowles (1957) identified three major questions confronting adult education: 1) What are the proper aims of adult education?, 2) What ought to be taught?, and 3) How should adults be taught? These questions are related

to issues concerning mission, content, and methods. It would seem that the most appropriate unit to discuss such issues would be a college of education since they relate to the philosophical concerns of educating adults who are presently, or hopefully will be, practicing adult educators. Apps (1973) suggests that adult educators need a foundation to look at the relationship of educational problems, to see the relationship of activities to society, and to deal with personal development in their own lives. The rationale for such a philosophy can be more successfully integrated within a college of education that houses the adult education program. Bergevin (1967) accepts this line of thought because it more adequately relates to the integrated viewpoints of certain beliefs, ideas, attitudes, and practices of adult education. According to Apps (1982), the location of the adult education program assists in analyzing certain belief areas about the adult educator, the purposes of adult education agencies and institutions, the teaching-learning process, and the role of the adult educator. Where else is a better place to accomplish this analysis than in a college of education? Houle (1984) believes that "the heart of adult education lies in the ability of its program designers to perceive all the relevant elements in situation after situation and to take them into account in planning and carrying out learning programs" (p. 219). This leads us into the next section which will discuss the required curricula for adult educators and whether or not other components within a university, besides a college of education, can adequately provide the required curriculum core and identify needed competencies.

What foundational courses should be offered in an adult education program? Who should provide the instruction of the identified courses? What competencies are deemed necessary for adult educators to function adequately in their field of operations? These questions need to be addressed and then subsequently analyzed in light of whether or not a college of education is better prepared to assume these responsibilities, than some other component in the university.

A core curriculum of adult education graduate programs usually consists of an introductory or survey course, an adult learning or adult development course, a course in program planning and administration, and a methodology course relating to adult learners (Knox, 1973). Other courses in adult education such as philosophy, history, research methods, educational gerontology, comparative adult education, and adult basic education are also incorporated into the core curriculum of some adult education programs. Rarely are these core courses found in other components of a university, except in the college of education where professional adult educators provide the facilitation of such learning activities. The foundational requirements of adult education are intertwined with the mission and purpose of colleges of education. However, the adult education profession recognizes that the linkages between other university components are vital to the development of a good graduate program in adult education. In fact, most of the early research relevant to adult education came from disciplines such as sociology and psychology, although much of the research did not apply directly to practice. These disciplines remain a vital part of the overall curriculum deemed necessary by providing courses, for example, in social psychology; sociology of complex organizations; psychology of learning; counseling; and group dynamics. Although graduate adult education programs benefit from and utilize other university resources, the most appropriate location to house, facilitate, and carry out the program is in the college of education. Certain competencies are usually identified with any course of study or graduate program within a university. Adult education programs also have expectations and required competencies that are needed for someone to be considered an adult educator. Because of the diversity of the adult education discipline, a general list of competencies has been identified and mandated. Adult education graduate programs develop rationale for delivering the curriculum that will allow adult learners to acquire certain competencies through course work and internships to meet their diverse interests. Competencies are acquired that allow program participants to gain knowledge of the principles of adult learning, knowledge of program development and the associated issues and methods, and knowledge of the selection, development, and use of materials and methods, specifically for adult education. It is also the aim of adult education graduate programs that are located in colleges of education to develop a framework that will allow program graduates to be competent to practice the profession with sufficient skill and knowledge, to practice adult education in society and take a leadership role, to acquire a philosophy that makes for better and effective practice, to develop a desire for lifelong learning, and to acquire knowledge and skill in conducting and interpreting research that leads to better application of information for practice. The development of competencies stems from the core curriculum that is established for the program. It seems apparent that colleges of education are better equipped to deliver the curricula and identify the necessary competencies for those in adult education than other segments of the university.

The foundational development of adult education is a key to the establishment of a successful program. The philosophy, curriculum, and required competencies need to be analyzed in terms of what component in the university can best deliver and carry out that mission. Although other components of the university provide important support and linkages to an adult education program, the most rational and reasonable location of the program is within a college of education.

Conclusion

Considering the historical movement of adult education as a field of study, the recent research findings concerning the location of academic adult education programs, and the foundational data available for review, it seems apparent that the most logical place to house an academic adult education program is colleges of education. The linkages between other academic components of the university system are vital to the

success of any adult education program; however, the commitment and ability to provide the philosophical and foundational basis for an adult education program by these other components are nonexistent. The field of adult education is very diverse and as a result continues to suffer from an identity problem within our university communities and our social communities. Establishing adult education programs only in colleges of education would assist in developing the parameters that are necessary for defining adult education as a field of study. Locating academic adult education programs in any other component of the university would only add confusion to the issue and lessen the mission and focus of adult education.

References

Apps, J.W. (1973). *Toward a working philosophy of adult education*. Syracuse: Syracuse University Publications in Continuing Education.

Apps, J.W. (1982). Developing a belief structure. In C. Klevins (Ed.), *Materials and methods in adult and continuing education* (pp. 24-32). Los Angeles: Klevins.

Bergevin, P. (1967). *A philosophy for adult education*. New York: Seabury.

Commission of Professors of Adult Education (1960). *1960 Conference Proceedings*. Chicago: Adult Education Association of the U.S.A.

Darkenwald, G. & Merriam, S. (1982). Adult education: Foundations of practice. New York: Harper & Row.

Griffith, W.S. & Cloutier, G.H. (1972). *A directory and analysis of degree programs for preparing professional adult educators in the United States*. Chicago: Department of Education.

Houle, C.O. (1941). Opportunities for the professional study of adult education-1941. *Adult Education Bulletin*, *5* (3), 81-85.

Houle, C.O. (1942). Opportunities for the profesional study of adult education-1942. *Adult Education Bulletin*, *6* (4), 99-103.

Houle, C.O. (1943). Opportunities for the professional study of adult education-1943. *Adult Education Bulletin*, *7* (4), 104-109.

Houle, C.O. (1944). Opportunities for the professional study of adult education-1944. *Adult Education Bulletin*, *8* (4), 106-110.

Houle, C.O. (1945). Opportunities for the professional study of adult education-1945. *Adult Education Bulletin*, *9* (4), 104-106.

Houle, C.O. (1946). Opportunities for the professional study of adult education 1946. *Adult Education Bulletin*, *10* (4), 110-114.

Houle, C.O. (1947). Opportunities for the professional study of adult education-1947. *Adult Education bulletin*, *11* (4). 100-107.

Houle, C.O. (1948). Opportunities for the professional study of adult education-1948. *Adult Education Bulletin*, *12* (4), 111-117.

Houle, C.O. (1949). Opportunities for the professional study of adult education-1949. *Adult Education Bulletin*, *13* (4), 105-112.

Houle, C.O. (1970). The educators of adults. In R.M. Smith, G.F. Aker, J.R. Kidd (Eds.) *Handbook of adult education* (pp. 109-119). New York: Macmillian.

Houle, C.O. (1984). *Patterns of learning*. San Francisco: Jossey-Bass.

Houle, C.O., & Buskey, J.H. (1966). The doctorate in adult education, 1935-1965. *Adult Education*, *16* (3) 131-168.

Ingham, R.J. & Hanks, G. (1981). Graduate degree programs for professional adult educators. In S.M. Grabowski and Associates, *Preparing educators of adults* (pp. 17-38). San Francisco: Jossey-Bass.

Ingham, R.J. & Robbins, J.N. (1977). *Survey of graduate programs in the United States and Canada*. Unpublished manuscript, Florida State University, Program for the Design and Management of Postsecondary Education.

Jensen, G., Liveright, A., & Hallenbeck, W. (Eds.) (1964). *Adult education: Outlines of an emerging field of university study*. Adult Education Association of the U.S.A.: Commission of Professors of Adult Education.

Jones, G.E. (1982). *Adult education programs in the United States*. Stillwater: Oklahoma State University.

Jones, G.E. & Galbraith, M.W. (in press). *Adult education: A guide book to graduate studies in the United States and Canada*.

Knowles, M.S. (1977). *The adult education movement in the United States*. New York: Krieger.

Knowles, M.S. (1957). Philosophical issues that confront adult educators. *Adult Education*, (Summer), 234-240.

Knox, A.B. (1973). *Development of adult education graduate programs*. Washington, D.C.: Adult Education Association of the U.S.A.

Rowden, D. (1934). Courses in adult education. In D. Rowden (Ed.), *Handbook of adult education in the United States, 1934* (pp. 54-57). New York: American Association for Adult Education.

Sisco, B.R. (in press). New approaches to graduate study in adult education. *Journal of Adult Education*.

The Learning Connection (1982). The ten best graduate schools. Manhattan: The Learning Resources Network.

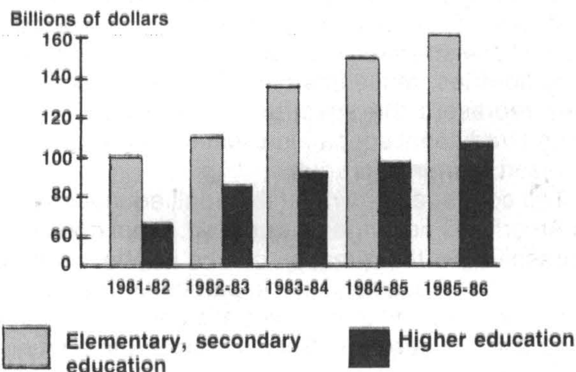
Facts In Brief

Higher Education Is a U.S. Industry

Higher education not only contributes to the intellectual welfare of the United States, but is also a major industry.

- In 1984-85, there was a total of 3,331 institutions of higher education in the United States. Of those institutions, 49 percent were in the independent sector, 45 percent were in the public sector, and 6 percent were proprietary degree-granting institutions.
- Total 1985-86 expenditures for colleges and universities are expected to reach $102.2 billion. This represents a 32 percent increase over 1981-82. In constant dollars, this represents an increase of 17 percent. In comparison, the total expenditures for elementary and secondary education in 1985-86 are expected to reach $159.3 billion.
- Higher education expenditures represent 2.5 percent of the Gross National Product (GNP) in 1985-86.
- Total voluntary support to higher education was estimated to be $6.3 billion in 1984-85. This was a 13 percent increase over the previous year.
- In the fall of 1985, total enrollment was estimated to be 12.3 million in the United States.
- In the fall of 1985, colleges and universities employed 2 million persons.

Education Expenditures, Academic Years 1981-82 through 1984-85



Sources: Center for Statistics unpublished data. Data for 1984-85 and 1985-86 are estimates. Council for Financial Aid to Education, *Voluntary Support of Education, 1984-85*.

Adult Education: The Role of Public School Districts

Theodore J. Kowalski

Theodore J. Kowalski is Dean of the Teachers College at Ball State University. He has published extensively in the field of education and serves on the editorial boards of three professional journals. Additionally, Dean Kowalski is Executive Director of the Indiana Public School Study Council, a research and development consortium of twenty-two of the largest districts in that state.

Historically, the United States has trailed some western European countries in the development of adult education programming. In fact, many practices used in this country have their origins in Great Britain. Over the past three decades, there has been a proliferation of opportunities and requirements resulting in more American adults becoming engaged in formal learning activities.

Initially, adult education was viewed as a compensatory activity. It provided basic skills to those who did not acquire them in elementary school programs (e.g., reading, mathematics). Gradually, it also focused upon vocational/trade training, attempting to provide job skills for those who had difficulty acquiring employment. Today's practices still include these foci; however, contemporary adult education is much broader in scope. Multifaceted programs are being offered in myriad environments and are serving countless goals. A longer life-span, increased recreational time, technology, and a changing philosophy toward learning as something that extends from birth to death are several factors which have spawned change. Private industry, the military libraries, museums, churches, and social agencies represent the spectrum of providers who have joined traditional educational institutions in offering organized learning to adults.

The continued growth of the adult education market in America is no longer in question. What does remain unresolved is the question of who will be the primary providers of these services. In particular, pre-collegiate public schools find themselves at a critical juncture with regard to this question. School boards and administrators ought to weigh a range of economic, political, and educational issues stemming from the promises and pitfalls of being an adult education provider. Already faced with limited assets and growing responsibilities, school systems are prone to rejecting out of hand the notion that they can initiate or expand their offerings to "nontraditional" students. Such extemporal decisions may prove to be quite costly.

The Promises

Why should school districts become involved in adult education? Or if they are already involved, why should they do more than adult basic education? One reason why public school systems, particularly in large metropolitan areas, offer adult basic studies is that they are equipped to do so. That is, they already have the materials, facilities, and teachers required for instruction in subjects such as reading and mathematics. But should they extend their offerings to include additional courses such as computer literacy or cake decorating?

Community support for public education has become a critical problem in this country. One plausible explanation for this trend relates to the declining number of taxpayers who have direct contact with the schools. In other words, fewer and fewer taxpayers have children enrolled in public elementary and secondary schools. As a result, there is a growing reluctance to support initiatives to increase fiscal support for these schools. In many communities, education officials have had to battle taxpayer demands for cutbacks in educational expenditures. Ironically, these conditions offer one of the greatest promises for public schools with regard to adult education. Organized educational programs for adults provide a trenchant avenue for reconstructing ties between the schools and alienated taxpayers. It has the distinct potential to distend the missions of public education; and if successful, it can launch new support coalitions for public schools as vital agencies in the local community.

A second thinkable benefit for public school systems entails the improvement of community life. A democratic system of government depends upon an enlightened citizenry. The local schools, as service agencies, are in the best position to offer a range of instruction which helps everyone in the community achieve personal growth and satisfaction. In many geographic locations, the school system is the only reasonable outlet for organized adult learning activities. Thus, it is the agency most likely to contribute to this aspect of community growth. There are literally millions of adults who need/desire these services.

Third, adult education can increase the efficiency of school utilization and maintain human resources retained by the school system. In many school districts, particularly in the East and Midwest, declining student

enrollments have become a common problem. Additionally, school buildings in the United States have never been used efficiently. Many stand empty a good deal of the time. This is especially true during the evening hours and during the summer months. Adults can make use of these idle facilities. Successful adult programs in recreation and/or education could save school closings and prevent the dismissal of some young, promising faculty. As a result, the taxpayers and the school system find themselves in a "win-win" situation. That is, the schools avoid some undesirable decisions related to facilities and staff, and the community offers more services to its residents.

Another likely benefit for school districts with regard to adult education is the indirect economic benefits that could come to a community engaging in this activity. Studies linking education and economic returns are numerous. Since public schools partially rely on local taxation for support, it seems reasonable that a healthful and productive economy within the school-district would be advantageous. Forward-thinking industries are attracted to lcoations where public service agencies contribute to the quality of community life. Private enterprise also is interested in educational outlets that may be valuable to their employees. Accordingly, expanded adult education opportunities may be a factor which helps to lure new industries to the community.

A fifth attainable benefit of adult education in local public schools relates to the philosophical value placed upon education. Many educators complain that they encounter difficulty with children whose parents place a very low priority upon education. Involving parents in educational institutions, even if this involvement is recreational in nature, can change attitudes. Research on effective schools reveals how children are stimulated by teachers and administrators who exhibit that they, too, are learners. It seems reasonable that parents who exhibit that lifelong learning is essential will have, at least circuitously, an effect on their children's attitudes. Children who view their parents going to school are likely to see their own education as being more important.

The sixth promise of adult education entails accountability. In recent years, taxpayers have been demanding more information regarding the expenditures of public funds and, more importantly, the effectiveness of these expenditures. The average citizen looks at other public agencies such as the postal service and projects his negative perceptions to virtually all governmental agencies. He asks why services diminish when costs increase. Imaginative school administrators are seeking avenues to disestablish these negative perceptions. Of the limited opportunities to provide additional services, adult education stands out as one of the most cogent.

Obviously, these six promises do not constitute an exhaustive listing of conceivable benefits. School administrators are quick to point out that not all outcomes resulting from increased allocations to adult education may be positive. For this reason, it is judicious to weigh contingent pitfalls.

Potential Pitfalls

Many school administrators complain about the recurring practice of requiring the public schools to do more (often through state or federal legislation) without providing necessary resources to fund adequately the added responsibilities. This complaint usually is accurate, and therein lies one potential problem for school districts considering greater efforts in adult education — adequate funding. Well-managed school districts or districts with unusual fiscal circumstances may succeed in providing expanded adult programming; but in doing so, they may be raising the public's expectations for all public school systems. Taxpayers are prone to look at success stories; and without sufficient analysis of unique circumstances, they develop generic expectations for all like institutions. Additionally, the district that offers some programming may be expected to continue to proliferate those services. The school system that ventures into adult programming does take a limited risk. That risk relates to whether or not the district in the long term will have the fiscal resources to satisfy the public's needs, desires, and expectations once it enters this market. By whetting the appetite of the community, the school district may find it doesn't have the resources to satisfy the hunger.

A second potential problem with adult programming for pre-collegiate public schools entails the quality of instruction. If viewed simply as a public relations ploy, adult education may not be planned and operated in an appropriate manner. If viewed simply as a means to allow certain faculty to earn additional salary, political considerations will outweigh instructional questions, resulting in low program quality. If viewed simply as a dumping ground for poor teachers, the program is apt to create more public dissatisfaction than support. Many noneducational benefits of adult education, e.g., political support and increased local fiscal support, are probably not achievable if quality control is abused. Adult enrollees may view personal negative experiences with teachers as evidence of the low quality of instruction in the entire school system. To avoid this pitfall, the school system must have access to expertise which will allow it to make appropriate decisions about curriculum, instruction, and faculty selection. Administrators ought not to fall prey to the assumption that educational decisions for adults are no different from the decisions the district already makes for preadults.

When a public agency opens its operations to involve a larger segment of the community, it increases the potentiality of conflict. That is, greater amounts of contact with the public produce situations where differences in values, perceptions, and the like are apt to surface. This likelihood constitutes a third problem. Although some forward-thinking school systems would welcome conflict situations as opportunities to institute change, far more school districts remain relatively closed operations which avoid large measures of public intervention. Theorists advocate that conflict is neither good nor bad. Its ultimate value depends upon the effectiveness of management. For example, ex-

panding operations into adult education will increase the school system's contact with the public. For school systems not capable of managing effectively the outcomes of this increased contact, the adult programming could prove to be a burden. Countless hours will be spent in committees, raising levels of frustration. By contrast, the positive management of this conflict could result in program improvement and increased public support. This occurs because positive management utilizes conflict resolution methods designed to bring about desired change.

Concluding Remarks

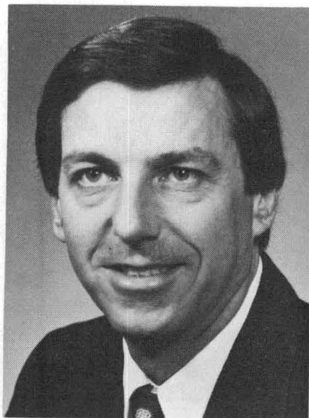
There are myriad benefits and some pitfalls which local public schools need to consider when pondering the question of expanded operations in the area of adult education. At a time when fewer and fewer taxpayers in many communities have a vested interest in the public schools and at a time when the country is accepting the notion of lifelong education, it seems advantageous for local schools to enter this market (or to increase efforts in this market).

Although there are potential problems, these pitfalls are avoidable. Hopefully, funding will become an obsolete concern as state legislatures and local taxpayers come to accept lifelong education as a proper activity for public schools at all levels. As school systems gain expertise in the field of adult education and conflict management, the other major pitfalls also are likely to diminish.

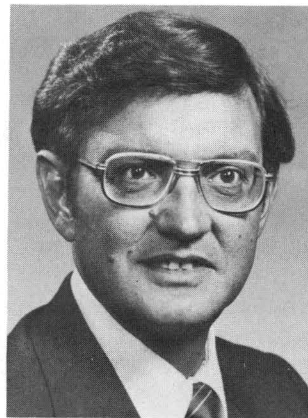
The proliferation of adult education in American society has placed local school districts in a somewhat competitive situation. Most communities are expecting more public services. This includes expanded services from the local public schools. Failure to produce desired programs may further erode public confidence and support. Thus, the time to weigh the potential benefits and pitfalls is now. Those who ignore this issue may find that their ability to be competitive in this market will diminish markedly over the next ten years.

The Future of Higher Education in Relation to Adult Learners

John A. Fallon
James K. Danglade



Dr. John A. Fallon is the Director of Public Service, School of Continuing Education, and Professor of Adult and Community Education at Ball State University, Muncie, Indiana. He is the former President of the National Community Education Association and the National Community Education Foundation. In addition to his experience in higher education, Dr. Fallon has served as a system-wide DIrector of Community Education.



James K. Danglade earned his Ph.D. degree at Ball State University with additional graduate study at the University of Edinburgh, Scotland. He joined the School of Continuing Education in 1973. Currently he is Director of Credit Progam Development and Professor of Adult Education. He is Ball State's institutional representative to the National University Continuing Education Association.

As a field of both social practice and academic study, adult education is continually challenged to respond to permutational needs in society. The promise and attendant responsibility of adult education have contributed to the fact that the field has long been regarded as an "emerging" contemporary profession. While the central concern of adult education remains the pragmatic educational development of mature persons, there exists an ever present need for new approaches toward understanding the proactive and reactive effects of the field on one of society's major institutions — higher education.

This article examines adult education from the perspective of American colleges and universities. Of particular significance in this regard are the unique and changing characteristics of adult learners, adult-centered institutional operating principles, technological trends and their related implications, and several points of tension between conventional and entrepreneurial higher education operations. In conclusion, a series of

basic, yet seldom practiced, interventions intended to render colleges and universities more competitive for adult learners is offered.

The future of higher education in relation to adult learners is not preordained. The acceptance of lifelong education is altering attitudes about the purposes and functions of private and public colleges. Some schools have already instituted significant change designed to serve adults. More colleges are taking a cautious approach. To better understand the present and potential future of adult education in colleges and universities, a discussion of the adult learner is relevant. In particular a brief comparison of the adult learner to the "traditional" college student is helpful.

Characteristics of Adult Learners

The adult learner can be described as "any adult who engages in some type of activity, formal or informal, in the acquisition of knowledge or skills in an examination of personal attitudes, or in the mastery of behavior" (Hiemstra, 1976, p. 39). The most widely used approach toward characterizing the adult learner considers motivation for learning.

Houle (1961), in an important study of the reasons why adults participate in learning activities, has identified three major categories of learners. These categories are differentiated on the basis of not only motive, but also outcome.

Adult Learner Orientation

Category	*Motive*	*Outcome*
Goal-Oriented	Specific Goal Achievement	Personal Accomplishment
Activity-Oriented	Social Interaction	Personal Enjoyment
Learning-Oriented	Knowledge Acquisition	Personal Growth (pp. 18-25)

The utility of any orientation to the characteristics of the adult learner lies in its educational application. Without the capacity to traverse the gulf between theory and practice, such characteristics are meaningless. Knowles (1973) draws a direct relationship between learning theory and educational implication and differentiates between the adult learner and younger students.

Characteristics of Adult Learners

Self Concept: The adult learner sees himself as capable of self-direction and desires others to see him in the same way. In fact, one definition of maturity is the capacity to be self-directing.

Experience: Adults bring a lifetime of experience to the learning situation. Youths tend to regard experience as something that has happened to them, while to an adult, his experience is him. The adult defines who he is in terms of his actualization.

Readiness-to-learn: Adult developmental tasks increasingly move toward social and occupational role competence and away from the more physical developmental tasks in childhood.

A problem-centered time perspective: Youth thinks of education as the accumulation of knowledge for use in the future. Adults tend to think of learning as a way to be more effective in problem solving today.

Implications for Adult Learners

A climate of openness and respect is helpful in identifying what the learners want and need to learn.

Adults enjoy planning and carrying out their own learning exercises.

Adults need to be involved in evaluating their own progress toward self-chosen goals.

Less use is made of transmittal techniques; more of experiental techniques.

Discovery of how to learn from experience is key to self-experience.

Mistakes are opportunities for learning.

To reject adult experience is to reject the adult.

Adults need opportunities to identify the competency requirements of their occupational and social roles.

Adult readiness-to-learn and teachable moments peak at those points where a learning opportunity is coordinated with a recognition of the need-to-know.

Adults can best identify their own readiness-to-learn and teachable moments. Adult education needs to be problem-centered rather than theoretically oriented.

Formal curriculum development is less valuable than finding out what the learners need to learn.

Adults need the opportunity to apply and try out learning quickly. (pp. 184-185)

Adult part-time learners are often referred to as non-traditional students in the context of higher education. While this status discriminates between young adults who are full-time students in residence, it also connotes a sort of second class educational citizenship which is typically reinforced by the quantity and quality of related support services for such people. If the "traditional/non-traditional" status is at all based upon student volume, the future represents a major change. From a demographic perspective alone, non-traditional students represent the single largest body of higher education clientele. This situation prompts a re-examination of some of the fundamental conventional higher education practices. Several of these conventions are addressed below.

Conventional Practices

Conventional practices in higher education often present barriers to adult programming. Several of the more obvious barriers are addressed as follows:

Motivation

American colleges and universities are largely geared toward completion of a degree or some other similar measure of certification as the practical and symbolic culmination of study. Both institutions and students calculate the utility of programs and courses based upon their contributions to degree completion. Even after graduation, students and prospective employees concentrate their attention on diplomas.

Adult learners, typically, are concerned primarily with some precise pattern of knowledge·acquisition and/or

skill development. Such artificial educational symbols as degrees, majors, and cognates are considered less important than the satisfaction of highly individual and personal needs. Moreover, adults tend to remain involved only as long as they feel such needs are actually being met. Thus, motivational differences are noteworthy.

Location

The location of collegiate activities is also important. Higher education today remains largely campus-bound. While great studies have been made in outreach, extension, and public service programming, the obvious centers of activity are college and university campuses. It is at such locations where instructional personnel, residential and educational buildings, equipment, support services, libraries, and therefore, students are concentrated. It seems axiomatic that, if an individual desires to participate in higher education, he/she goes to the campus.

From the adult learner perspective, people cannot go to a college or university campus for an extended period. Employment and family obligations often prohibit conventional participation. Furthermore, for reasons to be examined later, those individuals who are interested in higher education should have equal access to opportunities to participate regardless of their location.

Experience

As mentioned earlier, experience is the most obvious distinguishing factor between people who attend colleges and universities immediately after high school and adult learners. This experience typically involves employment and active participation in some or several social groupings. Such experience also serves to confirm or refute formal learning to date and provides additional pragmatic education. Experience within the context of higher education is often not recognized or utilized in any meaningful way. Beyond what individual instructors do to use the experience of students instructionally, higher education institutions seem to assume that all students must begin and end at the same point. Even though experiences can often be qualified, quantified, and verified, they are seldom acknowledged institutionally.

Learning Configurations

If there is one single striking feature which exemplifies the whole of higher education it is standardization. Purposes, curricula, and course content are standardized to an amazing degree. Instructional personnel are hired most often based upon standard credential requirements. Even time, in terms of course and program length, and scheduling, is standardized. Those who would inquire seriously into the basis for such standardization may be surprised to find institutional convenience as an all too common consideration in such matters.

With adult learners, the standardization which characterizes conventional higher education does not work well. In addition to highly individualized learning motivations and orientations, their daily schedules are equally as diverse and complex. To be effective for adults, higher education must not only be flexible, but willing to use time, facilities, personnel, support services, and content in new and different ways. The guiding considerations in such deployment must always be learner needs.

To portend that American colleges and universities will always be insensitive to and inconsiderate of adult learner needs would be misleading. In fact, quite the converse is the case. For those institutions which choose to think and behave creatively, operate entrepreneurially, and employ technology thoughtfully, the "non-traditional" students of the past could well become the traditional students of the future.

Current Trends and Technologies

Fortunately, for those institutions of higher education which are flexible in their attitudes toward outreach, the need to extend higher learning coincides with the availability of new and existing technologies which will enable them to do just that. Televised classes by means of satellite, uplink/downlink statewide networks of television in combination with audio interaction, and long distance computer instruction are a few methods which some colleges and universities are using to serve students who, only a few years before, were isolated.

Active duty military personnel, whether on board the Navy's ships, or in the alert facilities of Strategic Air Command, or simply restricted to an Army post for long periods of time, can now have these new educational opportunities available. Men and women incarcerated in prisons can earn college credit, even degrees, by study via television and computer.

Employees in industrial plants, who work shifts other than eight to five, have also been virtually left out of the planning process. What higher education all too often considers "odd" working hours is often a way of life to millions of Americans. Using these electronic tools in new ways, higher education can deliver a college class to people at 1:00 in the morning as easily as at 9:00 in the morning. Health care professionals, teachers, farmers, engineers, and a hundred other groups within the working population can gain access to the products of colleges and universities, either for credit or no credit, without ever leaving their jobs.

Obviously, capability does not equate to availability. In order to utilize fully the modern technologies, a college faculty and administration must take a few investment risks, both in human and fiscal resources. They must also do some re-evaluating of the purposes and goals of higher education, especially for the state-supported institutions.

The Risks of Change

If colleges and universities do adopt a commitment to outreach, there are some real concerns attached to that commitment. A school can choose to be active or passive; extension programs can be created and made available, but not aggressively marketed or even advertised.

Unfortunately, given the current competitive nature

of Continuing Education, a passive approach to adult education will, in all probability, mean failure. An aggressive entrepreneurial attitude can benefit both the institution and part-time student; however, this attitude may become a concern for faculty and administration.

The primary consideration is the maintenance of high standards. Regional accrediting associations vary, ranging from a general statement that if a university or college receives accreditation on its main campus, its outreach programs are automatically approved, to a clearly defined set of quality controls (e.g., the Southern Association's Standard Nine). National collegiate organizations have also addressed this issue. The National University Continuing Education Association, representing virtually all of America's major universities, publishes a compilation of principles of good practice utilized by the various governing bodies of both consumers and suppliers of adult and continuing education. Ultimately, each institution will have to judge whether it is possible to maintain what it considers to be high standards if it chooses to take an aggressive approach to extension.

Another important concern of most public institutions is state control of extension efforts. In the past several years, the growth in numbers of state agencies created to govern off-campus credit classes has been phenomenal. If the schools now begin to extend their capabilities in other fields, like computer technology, economic development, and industrial technology, it is clear that even more state rules and regulations will be established. The question remains, perhaps in microcosm, whether competition in the marketplace or governmental rule-making best serves the consumer. Perhaps it is time for state governments to ease their stranglehold on the creation and marketing of new ideas by higher education and let the consumer decide which product or service to buy. If they do not, the universities cannot be blamed for preferring to remain insular.

One other major concern, probably the most painful of all for institutions of higher education, must be considered. In order to respond aggressively to the changing learning needs and demands of adults, colleges will have to re-evaluate some of their more treasured tenets. Can tenured faculty who insist on teaching as if all students were eighteen-year-old freshmen be tolerated in tomorrow's colleges?

Other key issues which merit attention are admission standards, values regarding "cost-effectiveness," and flexible standards regarding instructional delivery systems. As colleges and universities adopt an aggressive campaign of continuing and adult education there are valuable lessons about cost-effectiveness to be learned from private industry and the military. Alterations typically are expensive. Nevertheless, higher education is becoming a competitive arena.

Some Strategies for Higher Education to Become More Attractive to Adult Part-Time Students

Assuming that attracting more adult students is worthy of consideration, the following strategies for effecting that change are offered. Some of them will be relatively easy to promulgate, and others will be anathema to the more traditional institution.

1. *Provide More Flexible Entrance Requirements*

In spite of the strict limitations placed upon schools by national accrediting bodies, it is possible to ease entrance requirements so that higher education is more accessible to the part-time learner. Many barriers to admission, especially to graduate schools, seem artificial. What is the justification, for example, for denying admission to an MBA program to the fifty-year-old small business executive solely on the basis of his thirty-year-old baccalaureate degree performance? Selective retention rather than selective admission is more cogent to meeting adult needs.

2. *Earmark Financial Aid for Part-Time Students*

Although the pattern of governmental allocations of educational benefits seems to indicate otherwise, it is frequently a fact that adults who are engaged in full-time pursuits other than education need financial aid to accomplish their educational goals. Today's homemaker, for example, may be able to manage a home on a limited budget, but can find little or nothing left over to meet the cost of higher education. The employee of a small factory which provides no educational incentive or benefits, and who earns a limited income, is virtually shut off from ever going to college.

In a recent study of educational priorities, a blue-ribbon commission recommended that more federal grant monies be made available to the nation's colleges and universities to create new programs for adults. This recommendation seems to have caused considerable consternation among some factions of the educational leadership. Recognizing the constant need for new programs for adult learners, these leaders pointed out that there were already thousands of existing programs and what was really needed was easier access. Instead of committing our limited resources to creating new programs, why not, they asked, channel most of that money into financial aid packages for part-time students?

3. *Extend the Support Services Off-Campus*

To offer off-campus classes and programs is paramount, but we must also deliver the support services which are necessary to achieve educational goals. Students off-campus need the same information (e.g., student financial aid, admissions, curricular options and requirements) provided to on-campus, regular students.

Likewise, effort is needed to assure that off-campus instruction is quality instruction. Relegating these assignments to the worst professors and relying heavily upon adjunct faculty are actions which make quality control virtually impossible. Finally, technology ought to be utilized to bring the resources of the campus to off-campus sites. Technology could allow library utilization and similar activities which heretofore have been serious debilities of off-campus instruction.

4. *Delete the "Second Class" Label for Non-Credit Work*

While the need for colleges to offer credit classes leading to some type of formal degree or licensure program will probably always exist for a minority of the

population, higher education must face the fact that the vast majority of learning taking place in America is non-collegiate in nature.

An attitude change must be encouraged for the professor who insists that a class in his or her specialty with six students take precedence over a non-credit seminar in genealogy with fifty students. Higher education must open its doors to informal non-credit learners, if for no other reason than financial survival. At the same time, it must provide these students with the emotional support to insure that their educational successes will not be tarnished by a second class label.

Throughout this article the authors have attempted to portray the nature of the adult learner, examine several prevalent higher education operating principles and point a direction for higher education-based adult education programs and services. It should be imminently clear that adults, from an educational perspective, are different and require treatment that differs from that provided for more traditional higher education clients. It should also be clear that colleges and universities will have to take risks and institute change to serve adults effectively. Then and only then will there be a future for higher education in relation to the adult learner.

References

Hiemstra, R. (1976). *Lifelong learning*. Lincoln, Nebraska: Professional Educator's Publications, Inc.

Houle, C.O. (1961). *The inquiring mind*. Madison, Wisconsin: University Wisconsin Press.

Knowles, M.S. (1973). *The adult learner: A neglected species*. Houston: Gulf Publishing Company.

Springfield Adult Program Nationally Recognized . . .

Blueprint for Adult Education Success

Jack Pfeiffer

Marilyn A. Kushak

Dr. Jack Pfeiffer is Chief, Springfield Adult Education for the Springfield, Illinois School District #186. He is Director of the Lawrence Adult Education Center in Springfield.

Marilyn A. Kushak is Director, Region IV Career Guidance Center, Springfield, Illinois School District #186. Formerly, she served as the Placement and Public Relations Director for the Lawrence Adult Education Center.

What does it take to be a national Award Winning Adult Education Program? What factors result in success? The answers prevail in the design of an Illinois educational program that is the epitome of adult education quality!

The Springfield, Illinois Lawrence Adult Education Program was recently awarded one of the highest honors in the nation. After an extensive review and rigorous selection process, the United States Department of Education selected the Springfield program as the distinguished "Outstanding Adult Basic Education Program" in one of ten regions in the United States. The program was recognized as an exemplary national model on the merit of its holistic approach in assisting adults in overcoming illiteracy, its effectiveness in delivering basic education, and its accomplishments of placing people in the job market. David Bowell, regional representative for the United States Department of Education, who presented the national award stated: "Centers like Lawrence are exemplary in providing quality service to those who have been left out of the mainstream for whatever reason."

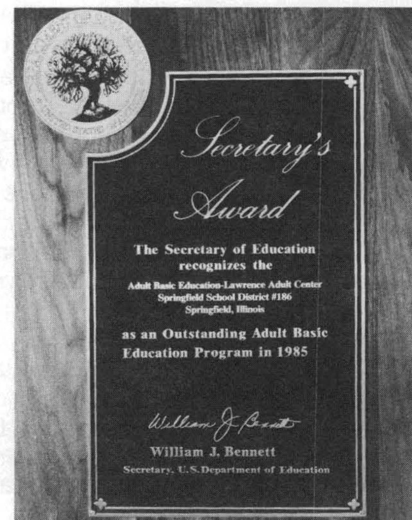
The practical, action-oriented strategies that attracted the attention of the U.S. Secretary of Education's Award Selection Committee are revealed in the following "Blueprint":

1. **Open Entry/Open Exit Enrollment**. Timing is everything with many adults who need their educational needs met at a specific time — not when the traditional educational system schedules the beginning of a new semester. The open entry/open exit structure assures the opportunity for a student to enroll on any given day as well as the privilege to terminate on any day the class requirements have successfully been completed. This system is conducive to the needs of non-high school graduates, the economically disadvantaged,unemployed youth (whose education has been interrupted), and senior citizens. It provides Adult Basic Education (ABE), General Educational Development (GED), English as a Second Language (ESL), and vocational classes that are immediately responsive to working adults' unique situations. In addition, classes are offered, non-stop, for the students' convenience —day or night — Monday through Friday (sometimes Saturdays) July 1-June 30.
2. **Individualized Instruction**. Motivation is a key to success for adults. Students tend to be more inspired by advancing at their own pace. All Adult Basic Education (ABE), Adult Secondary Education classes, and selected vocational classes are available in an individualized instruction mode. This method of instruction enables students to progress at their own level of ability. Students may remain in classes as long as satisfactory progress is being made and/or until their educational and/or occupational goal has been reached. The bottom line is adult education needs to be in the business of teaching people — not books.
3. **Support Services.**
   Transportation: Classes are only as valuable as they are accessible. Transportation is provided both day and evening on a regional basis and between training-site locations. All buses are operated by trained certified drivers — usually former adult students.
   Child Care: The dilemma of child care is no longer a barrier. The Adult Education Child Care Program is licensed by the Illinois Department of Children and Family Services. It provides a curriculum, recreation, and food services for children ages two and three as well as a separate division for four and five-year-olds. Happiness is a family attending school together!
   Counseling: To better provide adult students with the best avenue to reach their potential, each student is assessed at registration time to determine proper educational placement. Students receive guidance related to relevant classes, enrollment procedures, school rules and regulations, and identification of educational and occupational goals.
4. **Pre-employment Guidance**. Many adult students have had to overcome multiple obstacles. Therefore, they find it frustrating and difficult to identify and communicate their strengths, positive accomplishments, and skills relative to local job opportunities. As a result, a pre-employment curriculum was developed and specifically designed to appeal to the specialized needs of adult education students. The curriculum targets self-assessment, the value of work preparation for job-seeking, the job-interview, job-survival, and human relations. A positive attitude is a thread that runs deep in the fabric of the materials involved. The resource is very flexible and can be used in a class situation, small group counseling, or individual guidance. The curriculum is kept current through printed, audio-visual, and software resources available at no cost from the Regional Career Guidance Center.
5. **Community/Adult Education Partnership Effort**. Adult educators in the classroom as well as guidance personnel must be sensitive to the competitive nature of the employment expectations that await their students. This reality should be addressed when attempting to integrate practical employment tips into the classroom. Adult educators so often experience employers who continue to respond that students are not being trained to meet their requirements. Therefore, the Lawrence Adult Education staff and administration turned the tables on local employers with sincere determination and positive tenacity. They sought employers who would share the realities of the preparation expected from potential employees. A group of 25 key employers, from the private and public sector, were selected and ultimately composed the Adult Education WORKING Advisory Council. The group identified the skills required by their clerical employees. (This method of employer's input could be used to target any occupational area, not only clerical.) Further, the Advisory Council set the minimal acceptable skill level. The input was taken seriously by the adult education instructors and resulted in an adult education validation test and certification process achieved in the classroom setting. On the basis of this partnership effort, the adult education job placement statistics escalated at a time when unemployment figures peaked. As a result, the Lawrence Adult Education Program was recognized by the U.S. Department of Education as an outstanding regional program in *vocational education*. The Lawrence program was chosen based on its collaborative effort between business and education. As described above, this innovative partnership provided relevant education, assessment validation, and jobs. The regional honor preceded the Center's national award by one year.
6. **Job Placement**. As described earlier, the key to the success of adult education students securing employment is linked to the pre-employment curriculum as well as guidance available that assists students in obtaining the skills *and* confidence to seek employment and "PLACE THEMSELVES" into employment. The Employer Validation Certificate earned by most students not only provides a newly-discovered confidence level on the part of adults but also generates interviews from employers who previously had not been cooperative or interested. The Job Placement Coordinator provides comprehensive assistance but encourages enthusiasm and in-

dependence on the part of the job seeker.

7. **Standardized Exit and Follow-up Model**. In 1982, an Exit and Follow-up assessment Model was developed and implemented at the Lawrence Center through a 310 Special Project Grant. This procedure provides collective data resulting in tangible evidence that fully explains the positive impact on society and cost-effectiveness of Adult Education. Taxpayers deserve to know that their "pocket change" taxes going toward adult education is a wise investment. In addition, federal and state legislators and local education agencies consistently require follow-up data to justify their support for adult education. The follow-up model has served as a credible accountability tool. It revealed that every dollar invested in this program represents $2.00 in savings to taxpayers that are returned to the economy by literate and gainfully employed adults.
8. **Marketing Adult Education**. Two important elements in the overall success of adult education are (a) recruiting students and (b) enlisting the cooperation and interest of employers in addition to the community-at-large. This is achieved by promoting adult education awareness and sensitivity relative to the value and increasing impact on the local community. The positive image of adult education is accomplished through a marketing and public relations plan. Visibility and responsiveness are enhanced significantly by orchestrating the following diversified promotional strategies:
   (a) Developing and disseminating creative, informative brochures
   (b) Establishing personal contact with radio, television, newspapers, and a billboard company
   (c) Creating ten and thirty-second television and radio messages
   (d) Providing a slide of the adult education logo for television and newspapers
   (e) Inviting newspeople and reporters to visit the adult education program (always prepared to identify the *unique* qualities and results of the program)
   (f) Developing a colorful Billboard Campaign
   (g) Writing adult education success articles for publication
   (h) Creating a slide presentation depicting former students who are successfully employed and using it positively to expose adult education to community organizations and government agencies.

Success has clearly been the result of a team effort. on the part of pacesetting, enthusiastic, and committed administrators, teachers, and support staff. Their Blue Ribbon "Blueprint" approach has increased the number of adults returning to school for the purpose of acquiring basic and vocational skills. For the first time, deserving individuals are being given a second chance to earn the opportunity to become employed and establish a meaningful career as a productive member of society!



AACTE Annual Meeting

The Professional Imperative: Educational Excellence For All

- Individual Presentations
- Panel Presentations
- Sharing of Materials, Models & Ideas

February 12-15, 1987
Washington, D.C.

American Association of Colleges for Teacher Education

BOOK REVIEW . . .

Worlds Apart: Segregated Schools in Northern Ireland.

by Dominic Murray. Salem, New Hampshire: Salem House, 1985.

Reviewer: Robert N. Barger

Dr. Dominic Murray was a Distinguished Visiting Professor at Eastern Illinois University from July 11 through July 14. He taught a workshop on "Education and Social Conflict" and presented a public lecture on the relation of schooling to the recent violence in Northern Ireland.

Dr. Murray received his doctorate from the University of Ulster in his native Northern Ireland. He is presently a Statutory Lecturer in the National University of Ireland at University College in Cork, Republic of Ireland.

Robert N. Barger is Professor of Education at Eastern Illinois University. His teaching and research interests are in the area of Educational Foundations.

The title of this book, originally published in Northern Ireland, might be a bit misleading to the American reader. The book actually deals with religious, rather than racial, segregation. However, the book travels well in that its findings and recommendations are applicable to the American, as well as to the Irish, experience.

The author — a Northern Irish Catholic presently teaching at University College, Cork, in the Republic of Ireland — has conducted six years of research on segregated schools in Northern Ireland. Recently, he engaged in a half year of participant observation in a Northern Irish Catholic school, and a half year of similar observation in a Northern Irish Protestant school. (The sociological research technique of participant observation is extensively — and interestingly — documented in an appendix to the book. It is a technique fraught with dangers for objectivity, but Murray — keenly aware of his biases — has successfully avoided them.) Based on his observations in the two schools, Murray gives us a first-rate phenomenological analysis and interpretation of segregated schooling.

Most Americans have no need of reports of violence in Northern Ireland to understand that there are two distinct, and quite antipathetic, communities there. What they may be unaware of, however, is the role that schooling plays in contributing to the gulf between these communities. For instance, Murray describes Protestant schools as promoting a Protestant religious identity, a British Unionist political allegiance, and a set of English/Scottish cultural attitudes. On the other hand, he portrays Catholic schools as promoting a Catholic religious identity, an Irish Nationalist political allegiance, and a set of historically Irish cultural attitudes.

Murray suggests that not only do these two separate types of schools promote their own distinct, and in a sense "self-fulfilling" sets of values, but perhaps more importantly, they each nourish stereotypes about the character and purposes of the other type of school. Thus, both Catholic and Protestant schools subtly reinforce their students' home education and unconsciously prepare their students for a contentious relationship with the opposite group in their society.

Murray notes several national situations where segregated schools have worked out successfully, and thus argues that segregated schools are not intrinsically divisive. He comments that, in America, Black students were historically excluded from White schools and that Black and White schools were not only separate but unequal in their educational potential. "Nonetheless," he says, "it would seem that imposition of integration (or busing) treats the symptoms of a problem rather than its cause" (p. 127). Rather than recommending integration as a solution for the conflict in Northern Ireland, Murray counsels, first of all, that there be more cooperation rather than divisive competition between schools and, secondly, that there be a growth in tolerance and sensitivity by making students in one type of school more aware of the differing values held by the students in the other type of school.

In concluding his study, Murray reminds us that his approach to the thorny issue of segregated schooling has been more descriptive than prescriptive. Solutions, he suggests, must come from people themselves rather than from any book. Murray's aim is "simply to provide the mirror in which we might view ourselves" (p. 135). His mirror casts reflections worth pondering by readers on both sides of the Atlantic.

Printed by the authority of the State of Illinois
8-1-86, 1050 copies, P.O. 004554

NON PROFIT
U. S. POSTAGE
PAID
Charleston, IL 61920
Permit No. 24